

Gender Analysis for USAID/RCSA

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The Women in Development (WID) IQC

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Note from the Contractor:

The RCSA Gender Analysis paper has been developed in three stages. Four consultants, three based in the US and one in Botswana, developed issue papers on Macroeconomics and Trade, Democracy and Governance, Gender aspects of HIV/AIDS, and on River Basins and Rural Livelihoods. This was followed by two consultants visiting RCSA from May 23-May 30th. During that time, the consultants visited with each of the RCSA working groups to get their feedback on original drafts and to learn more about the respective Strategic Objectives. Midway, the consultants facilitated an all day gender focus meeting for nine gender experts from Botswana, Namibia, South Africa, SADC, and Zambia; six staff from RCSA also attended. During the meeting, participants focused on four Strategic Objectives: macroeconomics and trade, democracy and governance, improved management of river basins and rural livelihoods. This provided an opportunity for ground truthing the work being done by the USAID working groups and the consultants doing the gender analysis. That interchange has helped both sharpen the arguments and consider priorities for the final stages of developing RCSA's Strategic Plan for 2004-2012.

This report summarizes some of the findings, and includes texts previously seen by the Mission, as well as additional material developed in response to the revised Results Frameworks and SOs. The first section on HIV/AIDS—a cross-cutting theme-- is included both as a stand-alone element in the report as well as integrated elsewhere.

The consultants expressed their gratitude for the cooperation and assistance of many people during the course of work, and appreciated especially the professional collegiality with which they were received at RCSA. All statements in the report, however, remain their own.

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ACRONYMS

ADS	Automated Directives System
AWLAE	African Women Leaders for Agriculture and the Environment
BIC	Business Incubator Centers
ECA/SRDC-SA	United Nations Economic Commission for Africa/Sub-regional Development Centre for Southern Africa
FAO	Food & Agriculture Organization of the United Nations
FTA	Free Trade Agreement
GBI	Gender Budget Initiatives
GENTA	Gender and Trade in Africa
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICT	Information and Communication Technologies
ILO	International Labor Organization
IR	Intermediate Result
IUCN	World Conservation Union
MISA	Media Institute of Southern Africa
NGO	Nongovernmental Organizations
NRM	Natural Resource Management
PLWHAs	People Living With HIV/AIDS
PRA	Participatory Rural Appraisal
RCSA	Regional Center for Southern Africa
REDSO	Regional Economic Development Services Office
SADC	Southern African Development Community
SAHRIT	Human Rights Trust of Southern Africa
SARDC	Southern African Research and Documentation Centre
SARDC/WIDSA	Southern Africa Regional Documentation Centre/Women in Development in Southern Africa
SARDF	Southern Africa Regional Democracy Fund
SARO	Southern Africa Regional Office
SO	Strategic Objective
SURF	Sub-Regional Resource Facility
TANGO	Tanzania Association of NGOs
TAWLAE	Tanzania African Women Leaders for Agriculture and the Environment
TGNP	Tanzania Gender Networking Program
TIFI	Trade, Industry, Finance and Investment
UNECA	United Nations Economic Commission for Africa
UNDP/SURF	United Nations Development Program/Sub-Regional Facility
UNIFEM/SARO	United Nations Development Fund for Women/Southern Africa Regional Office
VAW	Violence Against Women
WHO	World Health Organization
WLSA	Women and Law in Southern Africa Research Trust
WTO	World Trade Organization
WiLDAF	Women in Law and Development in Africa

GENDER ASSESSMENT FOR USAID/RCSA EXECUTIVE SUMMARY

Introduction

Over the past 20 years, significant attentions have been paid by development experts to matters of gender in the southern African region. Nonetheless, changes in the lives of women and men have occurred at a lesser pace than might be expected.

In light of the SADC Ministerial Declaration on Gender and Development (1997) RCSA now appears well-situated to plan implement, learn, and do capacity building through the use of gender analysis. Since the countries of the region and the associated regional bodies possess particular significant talent in the field of gender, a valuable resource exists to be tapped by RCSA for the broad benefit of the peoples of the region.

Common themes cut across sectors, such as the known value of gender analysis for planning and assessment activities. RCSA can provide critical support to women's and women-related NGOs in terms of advocacy and monitoring as well. There is important acceptance by now that approaching matters through a gender lens can bring value for improvement and empowerment in the lives of women and men.

Across the region women hold important roles in such fields as health and education. HIV/AIDS remains a primary and critical concern in both fields, and women's central roles and responsibilities in the larger care economies, for example, become matters of competition with the other demands of the production sectors.

In other sectors, progress on the democracy and governance fronts creates ripples of benefit in other sectors. Improved economic empowerment of women can allow heightened political participation and result in improvements in seemingly unrelated areas such as land ownership and tenure.

Opportunities from outside the traditional channels have been presented to the countries of southern Africa, but time, and other, more identifiable constraints frequently impede women's abilities to act upon them. The purpose of the present gender consultancy is to further illuminate these constraints and develop workable solutions to the reduction and eventual elimination of such constraints. This will best be accomplished by close cooperation and coordination between the development practitioner communities of the region, indigenous organizations, and the continued applications of talent and energy, including those of RCSA.

Development of the Gender Assessment

The RCSA Gender Analysis paper has been developed in three stages. Four consultants, three based in the US and one in Botswana, developed issue papers on Macroeconomics and Trade, Democracy and Governance, Gender aspects of HIV/AIDS, and on River Basins and Rural Livelihoods. This was followed by two consultants visiting RCSA from May 23-May 30th. During that time, the consultants visited with each of the RCSA working groups to get their feedback on original drafts and to learn more about the

respective Strategic Objectives. Midway, the consultants facilitated an all day gender focus meeting for nine gender experts from Botswana, Namibia, South Africa, Zambia and the SADC Secretariat. Six staff from RCSA also attended. During the meeting, participants focused on four Strategic Objectives: macroeconomics and trade, democracy and governance, improved management of river basins and rural livelihoods. This provided an opportunity for ground truthing the work being done by the USAID working groups and the consultants doing the gender analysis. That interchange has helped both sharpen the arguments and consider priorities for the final stages of developing RCSA's Strategic Plan for 2004-2010. In the recommendations listed below, the top priorities of the gender focus group for each SO are indicated by ★¹.

At the request of USAID/RCSA, DEVTECH reviewed its evolving strategic objectives with respect to how gender issues could be addressed. This was done under the ADS guidance that strategic planning should address two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of women.

Major Themes

The principal focus of USAID/RCSA's Strategic Plan for 2004-2010 is to improve livelihoods and democratic governance in the region. Improving livelihoods is emphasized in three Strategic Objectives—(1) A More Competitive Southern African Economy, (2) Rural Livelihoods, and (3) Integrated River Basins Management. The latter combines support for sustainable livelihoods as part of a larger plan to optimize the preservation and use of the ecosystem of the Okavango Delta. The economic focus stretches from improving capacity and regulatory reform for regional and international trade to support of community based enterprises in rural areas, linked to the larger trade possibilities. The fourth SO, Improved Electoral Competition in Southern Africa, focuses on increased accountability and transparency of election processes and compliance to regional norms. A fifth SO, Maximized Value of RCSA Services and Programs to Improve the Lives of Southern Africans, addresses RCSA's regional role in improving accountability for achieving results, more responsive planning, improved knowledge sharing and planning, and improved capacity to achieve results.

For the three SOs that address the questions of economic opportunities and livelihoods, there are common issues related to gender relations, specifically women's disadvantages with respect to responding to the new economic opportunities.

- (i) Women's time spent in care giving and social provisioning, which increases with declining public sector support of services and with the increased number of people infected with HIV/AIDS. These time demands will be an opportunity cost inhibiting women's entry into larger scale entrepreneurship as well labor intensive agricultural production.

¹ A recommendation marked with ★★★ is the first priority of the gender focus group for each SO; that marked with ★★, the second; and that marked with ★, the third. The repeats in an SO reflects two or more recommendations that capture what was recommended by the Gender Focus Group. The Gender Focus Group Report is found in Annex 1.

- (ii) Women's lack of legal rights to land and other assets, access to financial services and market information, and lack of access to labor-saving technologies for agricultural production.
- (iii) Both women's and men's need for capacity building with respect to access to market information, trade negotiation, equitable employment policies, membership in business and trade associations, international standards and other skills required for participating fully in increasing regional and international trade opportunities.

From the perspective of democracy and governance, there are common themes in the DG SO and with community based decision-making envisioned in the SO for Integrated River Basins Management. In both cases, compliance with the SADC target of a minimum of 30% representation as office holders along with skills training in advocacy and decision-making will provide opportunities for women's voices to be heard in decision-making that affects their lives and those of their families.

There is increasing evidence that providing economic opportunities to women enhances their political empowerment that in turn is associated with a reduction in corruption.

Common to all four activities SOs is the need for the four basic elements of identifying and integrating gender into their activities:

- (i) In planning, monitoring, and evaluation, all people-level indicators should be sex-disaggregated and reported accordingly.
- (ii) Technical, sector specific, gender analysis should be conducted to identify the different resources, activities, perspectives, and knowledge of women, men and other significant social groups. In Southern Africa, those suffering from HIV/AIDS and those who care for them may need to be separately identified.
- (iii) Gender targeting should be used to match programs to specific social groups.
- (iv) Project and sector specific gender training is desirable as an early part of program activities.

SO Specific Recommendations

Gender and HIV/AIDS as a cross-cutting issue.

HIV/AIDS is not just a health issue. It affects all aspects of life and as such the epidemic has a direct impact on the lives of women, men, boys and girls. HIV/AIDS prevalence in the seven worst affected countries in Southern Africa is: Botswana—38.8%; Zimbabwe—33.7%; Swaziland—33.4%; Lesotho—31%; Namibia—22.5%; Zambia—21.5%, and South Africa—20.1%. The epidemic continues to undermine development gains realized by many Southern African countries. This is attested by the soaring numbers of people living with HIV/AIDS (PLWHAs).

Gender issues include (i) the consistently higher percentages of female adults (16-49 years) living with HIV/AIDS in member states; (ii) women's continuing vulnerability to HIV/AIDS because of their disadvantaged position; and (iii) women's disproportionate

burden caring for the sick and orphans that is likely to limit their involvement and participation in programs and activities that could improve their livelihoods.

Recommendations for gender and HIV/AIDS

- Carry out mandatory HIV/AIDS impact assessment as a prerequisite to all policy and program initiatives.
- Appoint PLWHAs and representatives of various groups of affected persons such as home-based care providers into management structure.
- Include assessment of HIV/AIDS impacts in all community level analyses.
- Develop models for providing home based care that encourages participation of women and men in order to free women's time to engage in community development projects.
- Develop workplace programs that promote mutual skills sharing and transfer of collective knowledge.
- Introduce in workshops connected with RCSA funded programs, discussions about gender issues and the transmission of HIV/AIDS.
- Consider whether the venues where RCSA funded programs take place are ones where HIV/AIDS awareness and prevention messages can be made more visible.
- Develop technologies to alleviate heavy workloads resulting from HIV/AIDS illnesses and deaths.
- Programs promoting economic competitiveness should propose deliberate measures to include vulnerable groups, especially women.
- Affirmative action should be adopted to ensure participation of women and men directly affected by HIV/AIDS in electoral processes.

A More Competitive Southern African Economy

The rationale for RCSA's SO, A More Competitive Southern African Economy, is that given the small size of domestic markets, the best prospects for Southern African countries is the development of regional and international markets. This SO focuses on establishing the institutions and capacity for engaging in a more open economy: selected policies, regulations and laws for free trade and competition, improving the quality of tradable goods and services to meet international standards, and improving selected economic infrastructure to lower transaction costs. International labor standards increasingly include fair and equitable employment.

Specifically with respect to trade, both women and men require access to business and trade associations for lobbying, market information, and access to financial services. A rapid appraisal of women's constraints and opportunities for trade would delineate specifically where and what programs would enhance women's competitiveness in the trade sphere. Regional experts in gender budget analysis could examine proposed regional macroeconomic reforms for their implications for women and men.

Recommendations for Competitiveness SO

- Include and strengthen gender dimensions in the drafting and implementation of new industry, labor and environmental standards to conform to international requirements.
- Develop a regional checklist on gender equality and trade related concerns, possibly using the skills of regional gender budget experts.
- Include more women in decision-making structures with respect to competitive opportunities and in regulatory and legal reform. ★★★
- Promote increased women's NGOs involvement in the formulation of policies and regulation of trade. ★★★
- Provide services to increase access of women entrepreneurs to formal sector participation through special regional financing initiatives, creation and installation of Business Incubator Centers and Advisory Centers. ★
- Promote new incentive systems for management to train, foster and develop the skills of female workers in areas similar to men. ★
- Identify new products, barriers to employment and conditions of employment for women and men; foster regional production clusters that identify marketable products for women's production for export and provide skills training for improved products.
- Work with partners to increase the number of gender trade specialists in the region with capacity for both gender-sensitive trade policy formulation and trade negotiation.
- Work with governments to broaden notions of accountability and transparency to include the gender impacts of budget processes and macroeconomic policies.
- Improve women's access to improved economic infrastructure including access to ICT, market information and transportation. ★★
- Promote gender aware financial reform among partners focusing on banking, property and contract laws, outreach to women clients, priority lending to sectors with high female participation, and monitor loan use and repayment by men and women.

Improved Electoral Competition in Southern Africa

The emphasis of the Democracy and Governance SO is to improve electoral competition through support of NGOs, civil society organizations, media training, and electoral commissions. The SADC declaration that 30% of each national parliament should be women has set a marker that five states have obtained/nearly obtained and is increasingly being applied to other decision-making bodies.

Recommendations for SO Improved Electoral Competition in Southern Africa

- Support national electoral commissions in mainstreaming gender and supporting a fair environment for women candidates and encouraging direct representation by people living with HIV/AIDS and those affected by the epidemic. ★★★
- Promote in SADC countries the support for (i) at least the minimum 30% target for women in all elected offices and decision-making structures by 2005 established in the SADC Declaration on Gender and Development, September

1997, and (ii) that women office holders are fully incorporated in the committees and processes of parliamentary decision-making. ★★

- Work with media to promote target of 30% women; support training for the media and increased coverage of women candidates. ★
- Promote involvement of women's NGOs and politicians in fighting corruption.
- Encourage women's NGOs to take the lead role in oversight of electoral competition processes.
- Support mitigation efforts on Violence against Women (VAW) as a key human rights abuse, such as promoting passage of VAW laws in countries now considering them (Botswana, Namibia, Zambia).
- Promote increased involvement by women's NGOs and politicians in efforts to mitigate and resolve conflict.
- Support election commissions to work directly with groups representing women and HIV/AIDS in order to identify issues and encourage direct representation by People Living With HIV/AIDS and those affected by the epidemic.
- Promote linkage to economic empowerment efforts.
- Undertake a rapid appraisal study to explore common factors in the countries that have achieved the 30% standard, with possible comparison to the country having the lowest proportion of female office holders.

Integrated River Basins

This program is focused around building data management tools that can provide sets of results as to the hydrologic effects on the Okavango Delta River Basin (shared by Angola, Namibia, and Botswana) of various demands (community, state, and regional) on water use. Its objective is to arrive at an agreed upon plan that reflects 'maximum joint gain analysis'. Activities include community level stakeholder analyses, establishment of community enterprises, and increasing community participation in water management.

Recommendations for River Basins SO

- Conduct a PRA that includes gender analysis and an analysis of HIV/AIDS impact, in a sample of the communities to be affected by the program as one of its first activities. Report separately men's and women's roles and preferences.
- Support community based enterprises of both women and men, taking into account how HIV/AIDS is affecting them and community development.
- Include people who are gender experts among SO partners' staff, who will carry out technically oriented gender analyses and work with communities in helping to ensure that women's voices as well as men's are listened to in developing community enterprises and community water management.
- Appoint women and men in river basin communities to relevant boards as much as possible. At least 30% of all community boards should be women. ★★★
- Provide those responsible for legal and regulatory reform information on women's and men's separate and joint interests. Legal documents should be written in a way that provides equal opportunities for women and men. ★★²

² The third priority of the Integrated River Basins groups was for a Gender Specialist in RCSA and will be found in the Services section.

- Record men's and women's different traditional knowledge and current uses of water and NRM and study this pattern with respect to optimizing people's needs while conserving natural resources.
- Introduce labor saving technologies and/or new energy sources (e.g., solar powered batteries, energy efficient cook stoves, etc.) in order to alleviate the agricultural and domestic labor constraints of women in their care-taking roles and those infected by HIV/AIDS.
- Provide men and women with ready access to market information through whatever channels are appropriate for each.
- Consider community led activities to care for those with HIV/AIDS so that some time is freed up for enterprise development.
- Involve men, women, and youth in participatory monitoring of resources.

Improved Rural Livelihoods in Southern Africa

This SO is intended to increase rural incomes in targeted communities. It also meshes with the increased opportunities envisioned in the Competitiveness SO, with the need for community based enterprises that provide sufficient income and preserve natural resources envisioned in the River Basins SO, and with the need for diversifying agricultural production in vulnerable communities. Gender issues are relevant in identifying profitable enterprises, as well as in providing access to market information, transportation and appropriate equipment, including labor saving equipment. Legal access to land can be very important in affecting women's incentives for production. Women will invest in land in which they have guaranteed access or control.

Recommendations for Rural Livelihoods SO

- In order to identify realistic possibilities for market oriented agricultural and livestock production, conduct a gender-sensitive rapid appraisal of a community's actual resources, current production practices, and needs for assistance.
- Include an analysis of access to inputs by women, men and youth, taking into account the impact of HIV/AIDS.
- Conduct a market analysis of the feasibility of providing labor saving equipment and/or provision of energy to relieve labor shortages.
- Insure that improved production technologies for women's crops as well as men's are investigated and disseminated.
- Use media to educate on preservation of foods, how to use fertilizers, etc.★★★
- Identify potential product opportunities for women. ★★
- Establish equal access for women and men to commodity exchanges.
- Conduct studies to see how agroprocessing can be scaled up to the level of a tradable good.
- Assess whether high micronutrient produce, such as orange-fleshed sweet potatoes, are marketable as is or in products, such as chapattis, so that food grown has nutritional benefits for the household members and customers.
- Support reestablishment of market centers for agriculture (akin to expositions common in the 1970s) to provide rural communities with information on and access to inputs. ★

- Enhance women's and men's economic opportunities by providing training and mentoring to women and men potential entrepreneurs, encouraging both men and women to join or establish agricultural trade associations.
- Improve women's and men's access to information on markets and on new technologies for food production and processing by using or providing information channels most likely to reach each audience.
- Train women as well as men on using ICT; make ICT available to women and men.

Maximized Value of RCSA Services and Programs to Improve the Lives of Southern Africans

This new strategic objective emphasizes RCSA services and responsibility for accountability: more responsive and effective planning, improved accountability for achieving results, improved knowledge sharing and collaboration, and improved capacity to achieve results. With its information gathering and accountability responsibilities, it is ideally placed to insure that gender issues are addressed in planning, monitoring, and evaluation as well as improving connections with regional gender experts and with other sources of information.

Recommendations for Services SO

- Establish a gender management system within the Mission and give it priority status for its contribution to achieving results. Such a system should include an individual with a more than half time responsibility for assisting and monitoring gender integration and a gender working group made up of at least one representative from each SO.★
- Require programs (i) to sex disaggregate information on people level results, (ii) to conduct sector specific gender analyses to ascertain what aspects of men's and women's respective roles and resources need to be taken into account in implementing a program and (iii) to use gender targeting to men and women of appropriate projects and resources. The sex-disaggregated data and the gender analyses provide a baseline for project planning and implementation and can shape the kinds of information needed for monitoring and evaluation.
- Hold meetings at least once every two years with regional gender experts to get their views on the general progress of gender mainstreaming in Southern Africa and to assess and provide advice concerning current RCSA programs.
- Provide periodic technically focused training to RCSA staff on gender and social analysis and development including the issues related to HIV/AIDS. Staff turnover is frequent and such training is important in developing a workforce that appreciates the importance of gender in the work they do. Where appropriate, key partners might also be included. Otherwise the Gender Specialist is unlikely to succeed when backed by a gender blind workforce.
- Develop a sourcing plan for local and regional consultants similar to the "basic ordering agreements" used by REDSO. Such a plan could provide RCSA and bilateral missions with more efficient access to regionally available gender experts.

- Increase use of web-based tools for gathering information as well as analytical and monitoring tools to address gender issues.

With these suggestions, gender will be incorporated into the various SOs and enhance the achievement of the results. Research has shown that taking gender into account increases the success of projects in achieving their goals and objectives. Incorporating gender will also increase the likelihood of achieving the goals of gender equality set forth in the SADC 1997 Declaration on Gender and Development.

Introduction

Over the past 20 years, significant attentions have been paid by development experts to matters of gender in the southern African region. Nonetheless, changes in the lives of women and men have occurred at a lesser pace than might be expected.

In light of the SADC Ministerial Protocol on Gender, RCSA now appears well-situated to plan implement, learn, and do capacity building through the use of gender analysis. Since the countries of the region and the associated regional bodies possess particular significant talent in the field of gender, a valuable resource exists to be tapped by RCSA for the broad benefit of the peoples of the region.

Common themes cut across sectors, such as the known value of gender analysis for planning and assessment activities. RCSA can provide critical support to women's and women-related NGOs in terms of advocacy and monitoring as well. There is important acceptance by now that approaching matters through a gender lens can bring value for improvement and empowerment in the lives of women and men.

Across the region women hold important roles in such fields as health and education. HIV/AIDS remains a primary and critical concern in both fields, and women's central roles and responsibilities in the larger care economies, for example, become matters of competition with the other demands of the production sectors.

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Opportunities from outside the traditional channels have been presented to the countries of southern Africa, but time, and other, more identifiable constraints frequently impede women's abilities to act upon them. The purpose of the present gender consultancy is to further illuminate these constraints and develop workable solutions to the reduction and eventual elimination of such constraints. The consultants are aware that this will best be accomplished by close cooperation and coordination between the development practitioner communities of the region, indigenous organizations, and the continued applications of talent and energy, including those of RCSA.

**Part 1: Reduced Regional Impact of HIV/AIDS
Through a Multi-Sector Response**
Valencia Mogegeh

The Issue

HIV/AIDS is not just a health issue. All aspects of life affect it and as such the epidemic has a direct impact on the lives of women, men, boys and girls. HIV/AIDS prevalence in seven worst affected countries in Southern Africa is: Botswana (38.8%), Zimbabwe (33.7%), Swaziland (33.4%), Lesotho (31%), Namibia (22.5%), Zambia 21.5%) and (South Africa 20.1%). The epidemic continues to undermine development gains realized by many Southern African countries. This is attested by the soaring numbers of people living with HIV/AIDS (PLWHAs) and the rising rates of people infected by the HIV virus. AIDS is a leading cause of death in many countries in Southern Africa and for many citizens an HIV positive status is tantamount to certain death in a short time because of the prohibitive cost of available HIV/AIDS cocktails. The foreshortened life span is likely to motivate PLWHAs to focus on immediate needs such as accumulating wealth for their children in the remaining time. Under these circumstances longer term investment including continuing training and building partnerships will tend to be of secondary importance and therefore avoided as PLWHAs or people who are unsure of their HIV status prefer activities that will yield immediate or short term net benefits. This concentration on short term investment is likely to slow down overall economic growth. The loss of human capital (numbers and experience) due to HIV/AIDS related illnesses and deaths is a threat to the quality of the workforce and of services provided. The unprecedented high allocation of resources dedicated to combating HIV/AIDS might result in an imbalance against longer-term development efforts that should benefit all citizens, especially those who are HIV negative. An effective and more competitive Southern African economy should employ activities that address the immediate needs of its citizens without losing the broader vision of their longer-term strategic needs.

Impacts of HIV/AIDS may also include lack of motivation for pursuing core human ideals related to, for instance; excellence, developing and maintaining good human relations, and fairness. There is also a strong likelihood of emergence of corrupt practices due to a deterioration of governance systems as a result of the epidemic. Additionally broader citizen participation is likely to be reduced due to personal illness or assumption of responsibilities related to care provision for ill relatives and orphans. Efforts to maintain momentum and sustain Southern Africa's commitments and achievements specifically related to increased women's participation in decision making at all levels including in politics, have to recognize that women constitute 55% of all people who are HIV positive in Southern Africa, and bring into focus the demands placed on women by the epidemic.

The HIV/AIDS epidemic has also negatively impacted on human security particularly with respect to diminished agricultural production and corresponding food insecurity that is aggravated by harsh climate conditions. Stress is continuously and increasingly placed on time normally given towards food production activities, to be partly dedicated towards social responsibilities resulting from the epidemic. Family life has not been spared.

There are an increasing number of child-headed households where the oldest child might have quit school or engaged in sex work in order to provide for the needs of siblings or ill parents. It is common for elderly women to be caring for their infected adult children and thereafter their surviving grandchildren. This situation exacerbates poverty through reduced household incomes that results from lengthy periods of illness or death of productive adults who leave behind dependents in the care of relatives who have no means to support themselves and their emergent extended families. HIV/AIDS has also practically created destitute homeless orphans because of depleted family resources due to parents' long periods of illness or poverty grabbing by adult relatives. In very real terms the HIV/AIDS epidemic erodes human security in the form of economic security, health security, community security and personal security.

HIV/AIDS has been in Southern Africa for about two decades. While a lot of information has been generated about the epidemic, there are many questions that are unanswered and therefore HIV/AIDS remains largely illusive. The current situation of the epidemic defies the concentrated response strategies. Consensus prevails that this evolving epidemic is likely to be better addressed through a dynamic multi-sector approach with the unwavering support of a creative visionary leadership at every level of intervention. Regional support should encourage governments; the business sector as well as civil society to mount efforts to develop targeted yet mutually reinforcing initiatives to combat HIV/AIDS. Collective responses to the epidemic should be guided by a robust, large scale, multisector strategy that incorporate the diverse needs and concerns of the most marginalized and deprived groups of women and men. However denial, stigma, blame, fear and selfishness have largely hampered efforts. While many development partners are keen on scaling up HIV/AIDS responses at all levels, caution has been sounded regarding the feasibility, implementation and sustainability of expanded programs because of lack of guidance in generic interventions, imbalance in development priorities due to increased focus on the HIV/AIDS epidemic, and generally limited success of aid programs. It is also critical to ensure consistency in vertical and 'on the ground' responses to HIV/AIDS through a favorable policy environment as well as effective and regular program monitoring. It is crucial that interventions remain unsophisticated and address the needs of beneficiary communities. Ironically successful simple programs have seldom been popularized as replicable material.

Adopting a multi-sector response to HIV/AIDS should open more opportunities for involving various stakeholders and developing partnerships that should improve the quality of inputs and ultimately the overall quality of the HIV/AIDS response. The agreed RCSA's strategic objectives as well as illustrative results and activities for: A more competitive Southern African economy; Improved electoral competition in Southern Africa, and Water management and improved rural livelihoods; all have to take into account the devastation caused by the HIV/AIDS epidemic and consider ways of mitigating its impact.

Until recently efforts against HIV/AIDS have focused largely on immediate causes without due regard to underlying causes. The socio-cultural and economic factors that underpin the epidemic have seldom received the attention they deserve. HIV/AIDS is

one of the crosscutting issues in the new RCSA's strategic plan (2004 – 2010). A core point to be considered in efforts to mainstream HIV/AIDS issues and concerns into all development activities has to be understanding how the epidemic is affecting women, men, boys and girls as they live their lives daily, and also to figure out how proposed activities could counter the observed HIV/AIDS impacts. This section of the analysis proposes ways in which HIV/AIDS concerns can be integrated into various strategic objectives and actions in a manner that recognizes that the epidemic is experienced differently by females and males in various age categories.

Gender issues, recommendations and suggested gender sensitive indicators

Gender issues

- There are consistently higher percentages of female adults (16 – 49 years) living with HIV/AIDS in all member states.
- The already disadvantaged position of women due to gender related factors, is worsened by their higher vulnerability to HIV infection and disproportionate burden of care for the sick and orphans, which is likely to limit their involvement and participation in programs and activities that should improve their livelihoods.
- *These cited gender issues have a direct bearing on women's active involvement and full participation in available opportunities – e.g. in social/community, economic and political activities. Women constitute the greatest proportion of PLWHAs. They also provide care for those who are ill and orphans.*
- An estimated 6 – 11% of young women aged 15 – 24 were living with HIV/AIDS, as compared to 3 – 6% of young men in the same age range (UNAIDS Update, December 2002).
- Reasons for this disproportionate impact of HIV/AIDS on women include biological factors especially for young females; but more commonly, unequal power relations where males dominate, as well as unequal access to education, employment, credit, land and inheritance.
- *These facts go against efforts to promote gender-balanced participation in all training and knowledge transfer activities. While younger women can participate in equal numbers as young men, it will not be possible to maintain the gender balance in the course of program implementation as young women will fall ill and subsequently die of AIDS in significantly larger numbers.*
- The majority of the world's poor are women and discrimination resulting from assigned gender roles and responsibilities has directly translated into limited women's access, participation and progression in existing opportunities, including for economic gain and empowerment.
- Cultural, social and economic pressures make women more likely to contract HIV infection than men. Women are more often less able to negotiate safer sex due to factors such as their lower status, economic dependence and fear of violence.
- Women's limited chances for economic empowerment opportunities have led many into sex work, which puts women at a higher risk of HIV infection.
- Fear of stigma and marginalization limits access and participation of women and men to HIV/AIDS impact mitigation programs.

- *Women's relative and absolute poverty has often resulted in their compromised position in comparison with men. The poor status of women is often the cause and consequence of their HIV infection. Women's lack of assertiveness can only aggravate women's vulnerability to HIV infection. It has also been noted that extended periods of care provision has steeped women deeper into poverty. This grim situation raises serious concerns about the sustainability of women's livelihoods under these circumstances. Equally important is 'how can women meet their social responsibilities without encountering these conflicts?'*
- Widely accepted male power over females, as well as women's lack of assertiveness in matters of sexual and reproductive health expose women and men to HIV infection in different but equally valid ways.
- Unchallenged male authority, multiple partners, polygamy and bride inheritance are among primary factors that continue to put men at risk of contracting the HIV virus.
- *Women are likely to miss opportunities because the ultimate decision rests with their spouses or partners or even male relatives who might even be younger. It therefore becomes important that consultative or information sharing processes recognize gender related limitations and seek innovative ways of soliciting the respective views as well as the direct participation of women and men. This participatory approach is an absolute essential in facilitating self empowerment through acquisition of new knowledge and applying it to personal circumstances.*

Integrating HIV/AIDS into all policies and programs

The new RCSA's strategic plan seeks to develop or strengthen policies, regulations and laws affecting trade, river basin management and democracy and governance; improve the quality of goods and services; improve community management capacity; improve infrastructure and increase accountability and transparency in all governance structures and processes. All interventions should recognize the ever-growing challenges posed by the HIV/AIDS epidemic to development planning. The success of RCSA's policies, programs and activities will largely depend on the extent to which the socio-economic realities – including the impact of HIV/AIDS on women and men in this region, are fully accounted for in all development-planning efforts.

All policy and program initiatives should primarily be informed by an analysis of how women, men, boys and girls are experiencing HIV/AIDS and what they say could be done to support them. This analysis should reveal assumptions and practical opportunities for women and men in the various strategic objectives, illustrative results and activities; against the background of barriers imposed by the HIV/AIDS epidemic. In order to maximize results information capture methods should be sensitive to the circumstances of various key informant groups such as PLWHAs, people affected by HIV/AIDS, service providers from government, community leaders, communities, business and civil society sectors.

The following steps might provide a useful entry point in developing a system wide and organized way of including HIV/AIDS concerns into all areas of intervention.

- Understanding the impacts of HIV/AIDS on women, men, boys and girls.

- Understanding how these impacts are likely to affect proposed strategic actions.
- Using the information to mitigate the impacts of HIV/AIDS and to promote successful implementation of policies and programs.

Some key questions that could be used as a checklist for systematic inclusion of HIV/AIDS concerns in the formulation of policies, regulations and laws might include:

- What are the expected benefits of the new policy or program?

Identifying already existing building blocks

- What factors are likely to promote access, involvement and participation of women living with HIV/AIDS, men living with HIV/AIDS, women affected by HIV/AIDS, and men affected by HIV/AIDS?
- How can these positive points be used to strengthen the initiative?

Investigating the epidemic's impact on people

- What factors are likely to limit access involvement and participation of women living with HIV/AIDS, men living with HIV/AIDS, women affected by HIV/AIDS, and men affected by HIV/AIDS?

Understanding the likely impact of HIV/AIDS on the initiative

- How are the identified limitations likely to affect the new policy or program?

HIV/AIDS impact mitigation

- What should be done to address identified limitations?

Sustained program support

- What structures and monitoring mechanisms should be put in place to promote systematic inclusion of HIV/AIDS concerns into policies and programs?
- What types of HIV/AIDS related skills and tools would be needed to strengthen policy/program implementation?
- What administrative measures are needed to provide active HIV/AIDS mainstreaming oversight and continuing support?

General recommendations

1. Routinely carry out an HIV/AIDS impact analysis as a prerequisite for all policy and program initiatives.
2. In such analysis, be specific about the opportunities and constraints for PLWHAs and those caring for them in terms of:
 - opportunity costs of time,
 - need for labor saving equipment
 - provision of community based care.
3. Include regular training to stimulate gender and HIV/AIDS analyses through building functional knowledge, particularly for policy planners, program developers and implementers.
4. Promote the sharing of good practice and experiences through regional meetings
5. Develop simple practical tools to facilitate integration of HIV/AIDS concerns at all levels of intervention.
6. Identify models of good practice and document them for adaptation and replication.

7. Define a coordination and facilitation mechanism to ensure systematic mainstreaming of HIV/AIDS across all program areas of the RCSA.
8. Introduce in workshops connected with RCSA funded programs discussions about gender issues and the transmission of HIV/AIDS.
9. Consider whether the venues where RCSA funded programs take place are ones where HIV/AIDS awareness and prevention messages can be made more visible.

General gender sensitive indicators

- Number of programs employing preliminary HIV/AIDS analysis, using a variety of innovative and non-traditional methods of soliciting the participation of women and men in the development of policies and programs.
- Number of HIV/AIDS responsive policies and programs
- Number of specific interventions recognizing and seeking to ameliorate the impact of HIV/AIDS on females and males.
- Number of program or policy development plans that take into account the impact of HIV/AIDS on workforce availability and other effects that will affect the proposed outcome of planned activities.

Key regional policies and programs

- 1 ***SADC Secretariat*** [Gaborone, Botswana]: The SADC Declaration on Gender and Development (1997) represent a commitment by all member states to ensure gender is systematically integrated into all policies and programs. The SADC Gender Unit at the Secretariat has made significant progress in terms of gender awareness raising generally and training of various sectors' personnel in gender analysis and gender planning. The SADC Secretariat continues to develop gender monitoring tools with the support of development partners.
- 2 ***UNIFEM – Southern Africa Regional Office*** (UNIFEM/SARO) [Harare, Zimbabwe]: UNIFEM continues to do ground breaking work in addressing women's issues and concerns in the area of women's human rights and HIV/AIDS. Recent contributions include the development of training manuals on Gender and HIV/AIDS, and tools for promoting a gender sensitive response to HIV/AIDS.
- 3 ***Southern Africa Regional Documentation Centre - Women in Development, Southern Africa*** (SARDC – WIDSA) program [Harare, Zimbabwe]: SARDC – WIDSA has done commendable work in documenting sub-regional experiences and publishing them. While there is ample information on HIV/AIDS generally, information on Gender and HIV/AIDS still needs to be systematically collected and consolidated.
- 4 ***United Nations Economic Commission for Africa – Sub-regional Development Centre for Southern Africa*** (ECA/SRDC – SA) [Lusaka, Zambia]: The centre has in the recent past intensified efforts to mainstream gender and human rights into key development programs – including HIV/AIDS, working collaboratively with other

development partners such as the SADC Secretariat, UNIFEM, UNDP and the Commonwealth Secretariat.

- 5 ***Commonwealth Secretariat*** [London, United Kingdom]: The Commonwealth Secretariat has maintained and recently strengthened collaboration with other development partners including UNDP, SADC Secretariat and UNIFEM. Joint activities relating to gender mainstreaming principles and processes, Gender and HIV/AIDS, Gender Responsive Budgets, and Gender - Based Violence, have been undertaken. The Commonwealth Secretariat has developed a gender management system – with accompanying publications showing applications to various sectors and development issues, including HIV/AIDS. Work is at an advanced stage with the Dalhousie University in Vancouver, Canada; and the Commonwealth of Learning, to develop a training program that should assist participants to contextualize and appropriately account for gender related factors in the development and execution of HIV/AIDS prevention and impact mitigation programs. Other recent initiatives include the development of a training manual for mainstreaming gender into the multi-sector response to HIV/AIDS, specifically targeting community based interventions.
- 6 ***UNDP Sub-Regional Facility*** (UNDP SURF) [Pretoria, South Africa]: The facility offers support to development programs in Southern Africa, including in the areas of Gender and Development as well as HIV/AIDS.

Opportunities for collaboration

- Development of gender analysis and monitoring tools as well as processes [All partners].
- Gender training for capacity building to improve gender mainstreaming into HIV/AIDS strategies [All partners].
- Research to analyze the social economic consequences of the HIV/AIDS epidemic on women and men at all levels [RCSA, UNDP SURF, UNIFEM].
- Documentation of examples of good practice in HIV/AIDS impact mitigation policies and programs [RCSA, UNIFEM, SARDC].
- Generation and packaging of gender sensitive HIV/AIDS information for diverse target groups [RCSA, UNIFEM, SARDC].
- Strengthening of regional networks for improved capacity to deal with issues on Gender and HIV/AIDS [All partners].

Part 1 Annotated Bibliography

“Report: Southern Africa Democracy and Governance Officers’ Workshop”, USAID/RCSA, Gaborone, Botswana, 18 – 19 November 2002.

This report gives statistics on the prevalence of HIV/AIDS in the SADC Region as well as the epidemic’s implication for governance initiatives.

“Scaling Up of HIV/AIDS Activities: A Critique”, Working Draft, Malcolm F. McPherson, April 2003.

McPherson presents an argument for a balance between long term development planning that should cater to the strategic needs of an overwhelming majority of the sub-Saharan HIV/AIDS negative population (such as education and infrastructural developments), and immediate HIV/AIDS mitigation efforts. He also advocates for identification and encouragement of simple but effective locally employed strategies as opposed to complex and little understood theoretic approaches prescribed by international interventionists.

Report of the First National Conference on Gender and HIV/AIDS, Government of Botswana, Friedrich Ebert Stiftung, UNDP, and German Technical Cooperation, Gaborone, Botswana, 2001.

This report focuses on factors that contribute to women’s vulnerability to HIV infection, prevention and care. Other areas include women’s economic situation, education, decision making, health, and gender based violence.

Gender and HIV/AIDS: An Analysis of Zimbabwe’s Policies and Programs, Zimbabwe Women’s Resource Centre and Network, Harare, 2003.

This analysis highlights the alarmingly escalating numbers of orphans and the corresponding growing burden of care on older women and young girls.

Report on a Commonwealth Think Tank Meeting on a Multi-Sectoral Approach to Combating HIV/AIDS in Commonwealth Countries, London, 2001.

This report emphasizes the need to ensure well targeted programs and a people focus – including meaningful consultations at all levels of policy formulation and program implementation for purposes of informed decision making.

“Gender Mainstreaming in HIV/AIDS: Taking a Multisectoral Approach”, Commonwealth Secretariat, 2002.

This report brings out the need to understand and address the relative positions of women and men in the face of HIV/AIDS, and take proactive decisive measures to address them. Issues pertaining to male involvement and masculinity are also discussed.

“The HIV/AIDS Epidemic – An Inherent Gender Issue”, Commonwealth Secretariat & UNIFEM, June 2001.

This report advances a strong debate for gender mainstreaming as a framework and discusses the need for systems and procedures to promote sustainable efforts in gender mainstreaming. Also promoted is the need for quality training.

Overview of the analysis, methodology and conclusions:

While HIV/AIDS has received a lot of attention in the recent past as a development issue, there has been relatively little effort to disaggregate the respective challenges and needs of women and men. However, it is evident that gender roles have not spared women and girls in this era of HIV/AIDS. The burden of care is disproportionately borne by women and girls, and this has negatively impacted the already disadvantaged economic status of women, among others. In addition, traditional and cultural practices that regard women as minors continue to marginalize them from decision-making processes that define their daily activities related to HIV/AIDS and determine their destiny.

It is from this perspective that the analysis concludes it is fatal to continue leaving the involvement of women and people living with HIV/AIDS to chance. Proactive and innovative strategies should be employed to ensure balanced and responsive programs. The study recommends: Routine HIV/AIDS impact analysis from a gender perspective, as a prerequisite for all policy and program initiatives; Inclusion of regular training to stimulate gender and HIV/AIDS analyses through building functional knowledge, particularly for policy planners, program developers and implementers; Promotion of the sharing of good practice and experiences through regional meetings; Development of simple practical tools to facilitate integration of gender responsive HIV/AIDS concerns at all levels of intervention; Identification of models of good practice and documentation of them for possible adaptation and replication; and Defining of a coordination and facilitation mechanism to ensure systematic gender sensitive mainstreaming of HIV/AIDS across all program areas of the RCSA.

Table 1: HIV/AIDS-related SOs and IRs

SOs AND IRs	GENDER HIV/AIDS ISSUES	RECOMMENDED ACTIONS	INDICATORS
SO: Improved management of selected river basins	--HIV/AIDS has invariably affected all communities in Southern Africa to differing degrees. There is need to develop good baseline data on the situation of HIV/AIDS and how it affects females and males and their prospects of active involvement in management of community assets such as river basins.	--Carry out mandatory HIV/AIDS impact assessment/analysis as a prerequisite to all policy and program initiatives.	--Number of programs using HIV/AIDS preliminary assessment/analysis.
IR 1: Strengthened institutional capacity	--Need to promote involvement and representation of PLWHAs, people affected by the epidemic especially women, development planners, civil society, the business sector, community leaders, community representatives etc.	--Appointment of PLWHAs and representatives of various groups of affected persons such as home based care providers, into management structures.	--Number of women and men infected or affected by HIV/AIDS on various boards and management committees.
IR 1.1: Increased use of analytical and management tools	--Inputs regarding how women and men are experiencing HIV/AIDS and how these experiences are limiting or enhancing their opportunities to engage in management processes, have not been fully taken on board.	--All community level analyses to include HIV/AIDS impacts on women and men.	--Number of reports of analyses of HIV/AIDS impacts by sex and age.
IR 1.2: Strengthened legal/regulatory reform	--Many of the current laws and regulations are not sensitive to HIV/AIDS issues affecting women and men e.g. stigmatization and exclusion.	--All law/regulatory reform processes should be fully consultative, and should employ methods of information gathering that do not exclude the inputs of women and men infected/affected by HIV/AIDS.	--HIV/AIDS responsive laws and regulations (should include specific provisions for PLWHAs and people affected by the epidemic).
IR 2.1: Community enterprises	--(See main text on Improved Management Selected Water Basins).		--Number of community run care provision activities targeting HIV/AIDS patients and orphans.
IR 2.2: Increased community participation in water management	--While ideal, participation of women and men in water management is likely to be constrained by unequal distribution of social responsibilities particularly relating to provision of care to AIDS patients and orphans, which are mainly borne by	--Develop programs encouraging participatory and inclusive water management styles that recognize the complementary management strengths of women	--Number of non-traditional water management models. --Number of men involved in home based care activities.

	women.	and men. --Develop models for providing home based care that encourage participation of women and men in order to free women's time so they could engage in community development projects	
SO: A more competitive Southern African Economy	<p>--HIV/AIDS continues to undermine particularly the development of human capital in Southern Africa by depleting the educated, experienced, and most productive people (15 – 49 years).</p> <p>--It is not possible to completely replace those who die from the epidemic because of high prevalence rates and the quality of services may deteriorate, as expertise and experience are lost in the epidemic.</p> <p>--Women are more likely to be infected by the HIV virus.</p> <p>--Women predominantly provide care. This is bound to skew opportunities for participation in favor of men and further marginalize women from economic competition.</p>	<p>--Develop workplace programs that promote mutual skills sharing and transfer/building of collective knowledge. This should assist to develop a pool of employees with comparable work related skills and should improve program sustainability in the longer term.</p> <p>--Develop technologies to alleviate heavy workloads resulting from HIV/AIDS illnesses and deaths. These should take into account the respective needs of women and men.</p> <p>--Programs promoting economic competitiveness need to take into account the differential impacts of HIV/AIDS on women and men, and propose deliberate measures to include vulnerable groups, especially women.</p>	<p>--Number of workplace skills sharing or transfer programs.</p> <p>--Technologies for various functions in the workplace.</p> <p>--HIV/AIDS responsive programs that promote women's participation.</p>
IR1: Selected Policies, Regulations and Laws Support Free Trade & Competition	--Many policies, regulations and laws in this area still treat HIV/AIDS as a health issue. As such references to HIV/AIDS impacts are inconsistent and often lacking in depth of analysis. The result is that the particular interests and concerns of PLWHAs and those affected in many ways by the epidemic are often regarded as an add on or totally ignored.	--All policies, regulations and laws that support competitiveness should include decisive targeted measures that promote the participation of vulnerable groups, especially PLWHAs.	--HIV/AIDS responsive policies, regulations and laws.

SO: Improved rural livelihoods	<p>--Food production in rural areas depends to a large extent on women. The pressure on women's productive time to attend to regular food production activities as well as providing care for AIDS patients inevitably results in less production and increased food insecurity at household level. Other income generation activities are no exception. As a result women are getting poorer due to the HIV/AIDS epidemic.</p>	<p>--Need to develop labor saving technologies that take into account the particular needs and capacities of women.</p>	<p>--A variety of labor saving technologies.</p>
SO: Improved electoral competition in Southern Africa	<p>--The disproportionate burden of care of AIDS patients on women further marginalizes them from active participation in electoral processes because:</p> <ul style="list-style-type: none"> - They are overwhelmed by their care responsibilities, or - Their limited resources are stretched to support ill relatives and orphans; leaving none to fund their political participation. <p>--PLWHAs are likely to be discriminated against or they may prefer to use their remaining time to engage in less demanding activities.</p>	<p>--Affirmative action should be adopted to ensure participation of women and men directly affected by HIV/AIDS in electoral processes, elections commissions and other governance structures.</p>	<p>--Increased number of people directly affected by HIV/AIDS in electoral processes and commissions.</p>

Part 2:
Results Framework: A More Competitive Southern African Economy
Isabella Bakker

Summary of RF:

The rationale for RCSA's SO, A More Competitive Southern African Economy, is that given the small size of domestic markets, the best prospects for Southern African countries lie in exporting to regional and global markets. Several identified constraints will have to be overcome. The first set of constraints relates to the lack of regional capacity for negotiating and participating in global and regional trade initiatives. The second set of constraints refers to efficiency barriers that limit the supply and movement of capital, labor, technology, and ideas; the reduction of production and transaction costs; the elimination of trade and investment barriers; greater openness and an improved business climate.

Gender Aspects:

Boosting women's incomes through trade and investment will reinforce their empowerment (DG) and efficiency (social, economic and private). The discussion and recommendations below suggest that in the Competitiveness SO a deliberate effort should be made towards women's economic empowerment through their full participation in economic activities including trade.

Some activities and services that women are concentrated in may be displaced by increased trade openness. For instance, crafts and sewing are increasingly displaced by import substitutes as are vegetable and food production.

Recommended Actions:

1. Foster regional production clusters that identify marketable products - often women-owned enterprises focus on identical products (textiles, handcrafts, agriculture, small-scale retailing and services) thereby creating redundancy in the market. Regional clusters would allow for women-owned small enterprises in one sector or sub-sector, e.g., textiles, to pool resources horizontally and to target new markets.
2. Identify new products, existing barriers to employment, and conditions of employment for women.

Possible Indicators:

1. Increase in women's income due to trade-related activities.
2. Change in the gender wage gap divided by the change in export volume. The values of the indicator should be positive indicating women's gains from trade in terms of their wages relative to men's wages.

Selected Policies, Regulations and Laws Support Free Trade and Competition, IR.1:

Gender Aspects: Governments in the SADC region have used mechanisms such as privatisation and commercialisation of services to adjust to the new trade environment. In addition, a loss in tax revenue from liberalization of imports and custom valuation agreements of the WTO exacerbate fiscal deficits (Stiglitz, 1999). These forces can create dual pressures on social programme spending in health and education and reinforce existing gender inequalities in access to services **and time spent on social provisioning**. Also reinforced is how most economists deal with the costs of the labour force – as an exogenously supplied factor. Yet it is endogenously produced by **women's time** spent in reproduction and maintenance. This sets up an opportunity cost since there is a competition for women's time between the care economy and the production sector (Palmer, 2003).

Women's access to market information about consumer preferences and demand also tends to be less than men's as was noted by USAID Mozambique.

Recommended Actions:

Rapid appraisal study of impact of services on women and men of free trade and increased competition in service provisioning.

Possible Indicators:

1. Greater access to services for women.
2. Reduction in income disparities between women and men.

Capacity in Southern African nations to negotiate and implement trade agreements strengthened, in support of the SACU FTA and other agreements, IR1.1:

Strengthening the capacity within the region to undertake **gender sensitive trade policy formulation and implementation** is key to mainstreaming gender within trade strategies. Capacity building should be targeted to policy makers in the relevant government ministries or sectors, NGOs and civil society groups who monitor progress on sustainable human development and economic growth objectives. Another aspect of capacity building in addition to such key endowments as education and skills, is **training** for both women and men, and the removal of barriers to **discrimination in wages and market returns**. In addition, the ability of women to capture the gains from greater trade depends on their ability to **control factor endowments** such as land (strengthening women's property rights). Women's **access to market information** about consumer preferences and demand also tends to be less than men's as was noted by USAID Mozambique. Another aspect of capacity strengthening is to include women and men in seminars and training sessions devoted to **learning trade negotiating skills**.

The RCSA Concept Paper outlines a number of possible approaches; some of these could be strengthened to reflect a gender mainstreaming approach to trade. For instance, "support policy research on regional trade issues" should include gender-sensitive policy research wherever this

is feasible. This means developing gender-sensitive tools for the region, training negotiators and analysts, and providing mechanisms for monitoring and evaluation of the policy, legal and regulatory environment. Another approach listed in the Concept Paper is to, "Strengthen capacity to address gender issues in trade policy formulation." What might be added here is "by developing a regional checklist on gender equality and trade-related concerns." Such a list can be used as a baseline for planning trade expanding programs and for indicators used in monitoring.

Such a checklist might include:

- ◆ How employment in different sectors is affected by the policy
- ◆ How the gender division of labor in these sectors is affected
- ◆ How the gender wage gap is affected
- ◆ How social services are affected (access, delivery)
- ◆ How women's versus men's overall work burden is affected
- ◆ Impacts on tradables versus non-tradables
- ◆ How access to marketing and network facilities is affected by gender
- ◆ How government finances are affected
- ◆ How price changes affect household consumption patterns and expenditures
- ◆ How factor endowments are accessed and utilized

Recommended Action:

- ◆ Develop - through partnerships between NGOs, private sector actors and research groups - a regional checklist on gender equality and trade-related concerns. Such a list can be used as a baseline for governments planning trade expanding programs and for indicators used in monitoring.
- ◆ A regional workshop of Ministries of Finance and Planning, statistical and technical experts, including experts in Gender Budget Initiatives could be convened at the outset of the Strategic Plan implementation period to assess the data availability and gaps in terms of the above checklist. In other words, what needs to be done to answer the questions above? What data exists? What is a priority and what will take more time in terms of establishing benchmarks? This would also substantively contribute to the capacity building of Southern African research institutions.
- ◆ Work with partners to promote progress toward increasing the number of gender trade specialists in the region. This would include both their enhanced capacity to undertake gender-sensitive trade policy formulation as well as trade negotiation.^{H3}

Possible Indicators:

1. Increase the number of gender trade specialists in the region by 50% over the period of the Strategic Plan.
2. The share of women in official trade delegations.

³ Throughout this report, recommendations marked with the "★" received high votes at the Gender Focus Group Meeting, 27 May 03. See Annex 1.

3. The share of women trade experts or economists in official trade delegations.
4. The share of resources going to NGOs focused on gender and trade issues for monitoring and oversight of regional trade initiatives.

Public/Private/Civil Society Dialogue on key policy issues supported, IR 1.2:

Gender Aspects: Women's access to cross-sectoral dialogue.

Link issues concerning the informal and unpaid sectors to macro-economic policies and reforms.

Recommended Actions:

1. Promote increased involvement of women's NGOs in the formulation of policies and regulations of trade.★
2. Generate a user-friendly manual on gender and trade issues along the lines of the South African Women's Budget Initiative manual, Money Matters. Organize training sessions and workshops based on the manual for women's NGOs and other civil society groups involved in gender equality initiatives.

Possible Indicators:

- ◆ Number/proportion of women's groups participating in regional Public/Private/Civil Society dialogues on trade and competitiveness.
- ◆ Increased access to gender-sensitive trade materials from the region.

Regional industry, labor and environmental standards conform to international requirements, IR 1.3:

Gender Aspects: Women and men are located in different industries, have different conditions of employment and relationships to the environment.

Recommended Actions:

Include the gender dimensions of standards in the drafting and implementation of reforms.

Possible Indicators:

1. The share of social clauses negotiated in trade agreements that include conditions of gender equality.
2. The share of agreements that guarantee basic labor rights as specified by the ILO.

Selected macro-economic reforms supported, IR 1.4:

Gender Aspects:

There is an opportunity cost for the economy, as there is a competition for women's time between the care economy and the production sector. Hence, the supply response to macro-economic policies (of both the agricultural sector and the labor market) and the sustainability of macro policies in the long term need to be linked to infrastructure and services that support a full use of all workers' resources. Planners need to ask: do macro-economic reforms (policies, programs and resource allocations) reduce or increase gender inequality? (Elson, 2001).

A number of tools can be used to evaluate expenditures (see www.unifem.org/gender_budgets/analysis.html).

Recommended Actions:

Work with governments to broaden notions of accountability and transparency to include the gender impacts of budget processes and macroeconomic policies.

Possible Indicators:

The number/proportion of gender responsive budget initiatives.

Quality of tradable goods and services meets international standards, IR2:

Gender Aspects: Women's enterprises tend to be in the informal sector and remain local in their focus.

Gender-related issues include standards on wages, training, and conditions of work, mobility, and security.

Recommended Actions:

1. Provide services to increase access of women entrepreneurs to formal sector (see IR 2.2).★
2. Include the gender dimension of standards in the drafting and implementation of reforms.

Value-adding export relationships developed within the region and internationally, IR 2.1:

Gender Aspects: Women often lack information on export demand and conditions of supply partly due to limited networking.

Recommended Actions:

Strengthen women's participation into existing professional trade and development associations or the formation of their own associations in terms of increasing their capacity for lobbying, exchange of information and enhancing access to financial services.★

Possible Indicator: Increase in the number of women's business networking associations for lobbying, exchange of information and enhancing access to financial services.

Production and management skills enhanced, including development and implementation of workforce development, IR 2.2:

Gender Aspects: Women entrepreneurs have limited market reach and are less able to enter international markets compared to their male counterparts due to multiple commitments and limitations on travel.

Recommended Actions:

1. Nurture a larger number of women traders and exporters through special regional financing initiatives, the creation and installation of Business Incubator Centers (BIC) and Advisory centers at the national level that respond to specific developmental needs of women-owned and female entrepreneurial activities.
2. Promote new incentive systems for management to train, foster and develop the skills of female workers in areas similar to men.★

Possible Indicators: Number of new export-oriented businesses started by women.

Improved selected economic infrastructure to lower transaction costs, IR 3:

Gender Aspects: Informal cross-border trade- in which women and men have differentiated roles - has important implications for the region in terms of employment, income and food security.

The factors that constrain women's business activities in the region include: lack of affordable and dependable transportation; customs and other payments and procedures, lack of financial services; poor security and limited information on regional and international markets (Morris and Mahir, 2000 cited in Dejene and Martin 2002: 35).

Recommended Actions:

1. Simplify and standardize customs procedures and payments.
2. Increase access of women to ICT for information on regional markets.★
3. Explore the possibility of establishing ICT On Wheels centers with private sector partners.★
4. Increase women's access to public transportation.

Possible Indicators: Amount of cross-border trade accounted for by women traders.

Access to finance that supports export activity in selected countries, IR 3.1:

Gender Aspects: Women and men are involved in financial markets as suppliers of credit as well as borrowers.

A number of general barriers and impediments faced by women entrepreneurs and business owners in the lesser-developed nations of Africa have been identified. For instance, in most developing countries, women's participation in small-scale enterprise lending programs rarely surpasses 20 percent reflecting that most women entrepreneurs in the developing world are found in the informal sector due to the legal and regulatory environment that limits their access to financial services and markets. For example, inequality under the law or unequal treatment and application of rights.

Recommended Actions:

Promote gender-aware financial reform (Baden, 1996) among partners focusing on:

Banking, property and contract laws to facilitate women's access to financial services. This would include joint land titles on 'family farms' as a condition of loans for agriculture; improving linkages between formal and informal sectors; codification of alternative forms of lean security

Banking procedures. This would include new incentive systems for management to increase outreach to women clients and improved staff training to ensure equal access.

Support for non-bank financial institutions. This would include priority lending to sectors with high female participation such as small-scale food storage, processing and trading; outreach to women to develop gender-specific criteria for appraisal and monitoring.

Monitoring and evaluation. This would include data collection and reporting on the repayment rates of men and women, participation, control and use of loans by men and women.

Possible Indicators:

1. Share of loans to women.
2. Changes in laws concerning land ownership and collateral security.

Competition in telecommunications in selected countries increased, IR 3.2.

Gender Aspects: Issues here include equal access to telecommunications services for women.★

Recommended Actions and Possible Indicators: See IR 3.

Regional spot market for electricity to support selected industries, IR 3.3:

Gender Aspects: Issues include equal access to and equal benefits from a regional spot market for women.

Recommended Actions:

Promote a gender-sensitive beneficiary assessment of the regional spot market.

Possible Indicators:

Rise in women's income/lowering of production costs due to regional spot market.

Efficiency of transport service infrastructure to facilitate trade improved, IR 3.4:

Gender Aspects: Issues here include the costs of transport, frequency of service, personal safety, and access to convenient public transportation.

Recommended Actions:

Foster regional transportation clusters that address gender-based concerns of access, security and cost.

CC-IR 2, Legal and policy constraints against women's participation in business amended:

Gender Aspects:

1. Inequality under the law (equal treatment and the application of rights). Unequal treatment in terms of rights to property, questions of asset holding, the right to contract, inheritance laws, credit policies, discriminatory labor laws.
2. Limited access to education and health care. Inequalities in primary school enrolment for girls versus boys due to poverty and subsistence needs and illiteracy. Prioritizing health care for males over females.
3. Lack of cultural acceptance and adaptation. Acceptance of rights of women and gender segregation of economic activities.

Recommended Actions:

Rapid appraisal study of a selected number of countries in the region to identify common best practices for removing legal and policy constraints against women's participation in business.

Possible Indicators:

1. Share of loans to women.
2. Changes in laws concerning land ownership and collateral security.

POTENTIAL PARTNERS

- ◆ South African Women's Budget Initiative
- ◆ Tanzanian Gender Networking Program
- ◆ SADC Gender Unit
- ◆ Government Departments
- ◆ Women's Investment and Business Groups
- ◆ NGOs in all SADC countries related to trade and income generation
- ◆ Women's Budget Initiatives in the region
- ◆ Women's Development Bank (SA)
- ◆ UN agencies, particularly UNIFEM
- ◆ SADC – TIFI Directorate
- ◆ SADC Directorate responsible for trade
- ◆ Women in Business group connected with SADC
- ◆ GENTA (Gender and Trade in Africa) Network

Part 2 Annotated Bibliography

Budlender, Debbie, Elson, Diane, Hewitt, Guy and Tanni Mukhopadhyay. 2002. Gender Budgets Make Cents. London: Commonwealth Secretariat.

This volume provides a comprehensive understanding of gender responsive budget initiatives. The volume is divided into four sections: the conceptual framework of integrating gender into government budgets; the evolution of work in this area; the role of different stakeholders; and, best practices. The profile of country activities (9 of which represent the RCSA region), written by Debbie Budlender, shows how gender responsive budgets have been used as a pivotal tool with which to assess budgetary performance and impact. Gender responsive budget initiatives offer a means to integrate a gender analysis into public expenditure policies and budgets. This mechanism can be used by governments or civil society either separately or in collaboration and was developed out of a growing understanding that macroeconomic policy can contribute to a narrowing or widening of gender gaps in such areas as incomes, health, education and living standards of different groups of women. The publication can be used by government officials, policy makers, multilateral and bilateral agencies and civil society institutions.

Debbie Budlender. 2001. Review of Gender Budget Initiatives.
(www.wiram.de/sourcebook/downloads/GenderBudgetsRevue.doc)

This is the longer background study for the above volume. The author outlines activities in 41 countries (including Botswana, Malawi, Mauritius, Namibia, Tanzania, Zambia and Zimbabwe). She points to significant differences between countries in terms of scope (sectoral, national, sub-national, revenue and/or expenditure), nature and range of role-players, tools, dissemination, objectives and political context.

Cagatay, Nilufer. 2001. Trade, Gender and Poverty. New York: UNDP.

This volume focuses on the relationship of trade with gender and poverty within the context of the human development paradigm. The author examines the impact of trade liberalization on gender inequalities (by focusing on employment, wages and the care economy) and the impact of gender inequality on trade performance. The context of the discussion is the current world trade regime and the policy implications of a gender-aware approach to international trade. The main conclusions are that: men and women are affected differently by trade policies and performance due to their different locations and command over resources (e.g., land) in the economy; gender based inequalities may have different impacts on trade policy outcomes depending on the economy and the sector in question and this may lead to unexpected results from trade liberalization policies; and, gender analysis is a vital component of trade policy formulation that will enhance rather than hinder gender equality and human development. A number of constraints to integrating gender analysis into trade policy formulation are also identified. These include: an ideological constraint related to the conceptual insistence that expansion of markets and increased incorporation of women and the poor into markets will translate into higher income and well-being; and, the governance deficit – women and women's issues are largely absent in trade policy-making institutions.

GENTA Research Office. 2001. Trade Liberalization: Impacts on African Women. Prepared for the International Gender and Trade Network meeting, Cape Town, South Africa, August. (www.genderandtrade.net)

The first section of this paper presents an overview of the impacts of WTO agreements on women in developing countries. Specific provisions within agreements are assessed in terms of their impacts on women. The second section of the paper considers a number of case studies on the impact of trade liberalization on women in Africa by focusing on issues of food security and sustainable livelihoods. Four specific WTO agreements are assessed from the vantage point of gender analysis: the Agreement on Agriculture (AOA) and its implications for food security and the livelihoods of women and their families; Trade Related Intellectual Property Rights (TRIPS) and the potential outcomes for farmers, seed property rights, subsistence farming and small holder commercial farms; the General Agreement in Trade and Service (GATS) and service provision in education and health; and, Trade Related Investment Measures (TRIIN4S) and equal treatment to local and foreign investors which has serious implications for women as they are concentrated in small and medium enterprises and also has implications for women's access to land and other resources.

Madonsela, Winnie. 2002. WIDE Briefing Paper: Trade Liberalization in the Agricultural Sector and African Women: Links with Food Security and Sustainable Livelihoods. (access via www.genderandtrade.net November Bulletin or www.eurosur.org/wide/Globalisation/Agriculture_Madonsela.htm)

This paper offers a critical overview of the role of women in the agricultural sector in Africa; links women to the trade liberalization process and focuses on food security; outlines some of the issues African women encounter in their involvement in agricultural activities (time use, invisibility of women's work, high levels of illiteracy and use of poor technology, lack of markets, land ownership and control, lack of credit); and, concludes with reflections on the significance of undertaking a gender assessment of trade liberalization in the agricultural sector of African economies. The author argues that despite the embedded understanding within the WTO and the Agreement on Agriculture that increased international trade will result in significant gains in food production, sub-Saharan African countries increasingly rely on food aid (often genetically engineered food that has been rejected by Western populations). This change in consumption patterns in African states is linked to health budgets as well as the repercussions for indigenous seed cultivation and deterioration in the quality of cultivable land. The author concludes with a series of recommendations including the formation of "banks of gender desegregated data" by African governments; the recognition of legal and participatory rights of women; training of women on sustainable agriculture; and equal distribution of land among men and women.

Williams, Mariama. 2001. The General Agreement on Trade in Services GATS: The Debate Between the North and the South IGTN. July. GATS Literacy: Lesson #2. (www.genderandtrade.net)

This is a succinct overview of the major points of tension around GATS negotiations. In particular, the author identifies the major issue for both the North and the South. The North is

focused on progressively higher liberalization by securing more commitments in all possible service sectors; from the point of view of the South, the major issue is that the services negotiations must provide measures and incentives for importing services from the South to the North (e.g., medical services). The author notes that within the context of the present GATS arrangement, many WTO observers note the wide disparity in the supply capacity in services between the North and the South.

Irene Van Staveren, Gender and Trade Indicators, WIDE Information Sheet, February 2002. (www.eurosur.org/wide/Globalisation/Gender_indicators.htm)

This is an Information Sheet developed by the Network Women in Development Europe. The goal is to present a tool that will map the relationship between gender and trade over time (in two directions: from gender to trade and from trade to gender). The tool consists of three sets of indicators, which can be applied to any trading relationship between countries or trade blocs. The author argues that in the relationship between gender and trade, there are not only impacts of trade that work out differently among women and men. There are also effects from gender inequality on trade. For example, in sub-Saharan Africa, there is a strong gender division of labor in agriculture with women growing food crops and men growing cash crops. This division of labor can be a limiting factor for export growth in Africa as female farmers refuse their labor to the cash crops of their husbands (due to a lack of returns) while their food production suffers from the expansion of cash crops on their plots of land. In this case, agricultural exports from sub-Saharan Africa are reduced due to gender inequality. The indicators developed consist of situational indicators – these describe social and economic situation of women (labor market position, earnings, etc); political will indicators – these measure to what extent trade policy makers are willing to take gender concerns into account and to what extent they include gender equality measures in trade agreements that they negotiate; and, dynamic indicators – these combine data from situational indicators with data on trade in order to show changes over time (e.g., to what extent women gain or lose from increased trade).

A More Competitive Southern African Economy

Gender Mandate References

GENDER RELATIONS WILL AFFECT THE ACHIEVEMENT OF SUSTAINABLE RESULTS
<ul style="list-style-type: none"> • Women and men are located in different industries, have different conditions of employment and relationships to the competitive environment. Including the gender dimension of standards in the drafting of industry, labor and environmental standards will lead to more appropriate and sustainable policies. (IR1.3)
<ul style="list-style-type: none"> • Providing services and training for women entrepreneurs increased access to the formal structure will contribute to the quality of goods and services meeting international standards (IR2)
<ul style="list-style-type: none"> • Women's poor access to affordable transportation, knowledge of customs and other payments, poor security, and information on regional and international markets are barriers to their participation in regional trade, especially cross-border trade (IR3)
<ul style="list-style-type: none"> • Lack of collateral and limited access to financial services and access to land inhibits women's ability to participate fully in the opportunities of a competitive economy. (IR3.1)
<ul style="list-style-type: none"> • Women's and men's access to telecommunications and to electricity provided by regional spot markets may be unequal.
<ul style="list-style-type: none"> • Inequality under the laws, including property rights, asset holding, rights to contract, inheritance laws, credit policies, discriminatory labor laws inhibit women's equal participation in a more competitive economy (CC-IR2)
PROPOSED RESULTS WILL AFFECT THE RELATIVE STATUS OF MEN AND WOMEN
<ul style="list-style-type: none"> • Increased incomes for women through trade and investment will contribute to their political empowerment and to their efficiency (social, economic, and private). (SO level)
<ul style="list-style-type: none"> • Capacity building in gender sensitive trade policy formulation and implementation, skills training, removal of barriers to discrimination in wages, access to market information, and training in trade negotiating skills <u>for both women</u> and men will provide a framework for equalizing their opportunities to engage in a more competitive economy (IR1.1)
<ul style="list-style-type: none"> • Work with government to broaden notions of accountability and transparency to include the gender impacts of budget processes and macroeconomic processes will lead to a more equitable process for both women and men. (IR1.4)
<ul style="list-style-type: none"> • Strengthen women's access to or establishment of professional business and trade associations which build capacity for lobbying, exchange of information, and access to financial services. (IR2.1); and women's access to financing initiatives and Business Incubator services (IR2.2)

Table 2: A More Competitive Southern African Economy SOs and IRs

SO and IRs	Gender issues	Recommended Actions	Possible Indicators
SO: A More Competitive Southern African Economy	<ul style="list-style-type: none"> --Boosting women's incomes through trade and investment will reinforce their empowerment and efficiency (social, economic, private). --Some activities and services where women are concentrated may be displaced by trade openness. 	<ul style="list-style-type: none"> --Foster regional production clusters that identify marketable products - often women-owned enterprises focus on identical products, thereby creating redundancy. --Identify new products, barriers to employment, and conditions of employment. 	<ul style="list-style-type: none"> --Increase in women's income due to trade-related activities. --Change in the gender wage gap divided by the change in export volume.
IR 1: Selected Policies, Regulations and Laws Support Free Trade & Competition	<ul style="list-style-type: none"> --Trade liberalization may impact on government spending priorities, reducing expenditures on services and social programs, and exacerbating fiscal deficits. These dual pressures reinforce existing gender inequalities in access to services and time spent on social provisioning. 	<ul style="list-style-type: none"> --Rapid appraisal study of impact of services on women and men of free trade and increased competition in service provisioning. 	
IR 1.1: Capacity of Southern African nations to negotiate and implement trade agreements strengthened, in support of the SACU FTA and other agreements	<ul style="list-style-type: none"> --Strengthening the capacity for gender sensitive trade policy formulation is key to mainstreaming gender in trade strategies. Capacity building should be targeted to policy makers as well as to NGOs and civil society groups that monitor trade agreements. --Seminars and training sessions devoted to learning trade-negotiating skills should include both women and men. 	<ul style="list-style-type: none"> --Develop a regional checklist on gender equality and trade-related concerns. Such a list can be used as a baseline for governments planning trade expanding programs and for indicators used in monitoring. --Work with partners to increase the number of gender trade specialists in the region, in terms of capacity both for gender-sensitive trade policy formulation and trade negotiation. 	<ul style="list-style-type: none"> --Increase the number of gender trade specialists in the region by 50% over the period of the Strategic Plan. The share of women trade experts or economists in official trade delegations. --Resources for NGOs focused on gender and trade issues for monitoring and oversight of regional trade initiatives.

IR 1.2: Public/Private/Civil Society dialogue on key policy issues supported	--Women's access to cross-sectoral dialogue. --Link issues r.e. the informal and unpaid sectors to macro-economic policies.	--Promote increased involvement of women's - --NGOs in the formulation of policies and regulations of trade.★ --Generate a manual on gender and trade issues. Organize training sessions and workshops based on the manual.	--Number/proportion of women's groups participating in regional Public/Private/Civil Society dialogues on trade and competitiveness. --Increased access to gender-sensitive trade materials from the region.
IR 1.3: Regional industry, labor and environmental standards conform to international requirements	--Women and men are located in different industries, have different conditions of employment and relationships to the environment.	--Include the gender dimensions of standards in the drafting and implementation of reforms.	--The share of social clauses negotiated in trade agreements that include conditions of gender equality. --The share of agreements that guarantee basic labor rights as specified by the ILO.
IR 1.4: Selected macro-economic reforms supported.	--Do macro-economic reforms reduce or increase gender inequality? --Issue of opportunity cost for the economy in competition for women's time between the care economy and the production sector.	--Work with governments to broaden notions of accountability and transparency to include the gender impacts of budget processes and macroeconomic policies.	--The number/proportion of gender responsive budget initiatives.
IR 2: Quality of Tradable Goods & Services Meets International Standards	--Women's enterprises tend to be in the informal sector and remain local in their focus. --Gender-related issues include standards on wages, training, conditions of work, mobility, security	--Provide services to increase access of women entrepreneurs to formal sector (see IR 2.2). --Include the gender dimensions of standards in the drafting and implementation of reforms.	
IR 2.1: Value-adding export relationships developed within the region & internationally	--Women often lack information on export demand and conditions of supply partly due to limited networking.	--Strengthen women's professional trade and business associations in terms of capacity for lobbying, exchange of information and enhancing access to financial services.★	--Increase in the number and membership of women's business networking associations.

IR2.2: Production and Management skills enhanced, including development and implementation of workforce development	--Women entrepreneurs are less able to enter international markets due to multiple commitments and limitations on travel.	--Nurture a larger number of women traders and exporters through special regional financing initiatives, the creation and installation of Business Incubator Centers (BIC) and Advisory centers. --Promote new incentive systems for management to train, foster and develop the skills of female workers in areas similar to men.	--Number of new export-oriented businesses started by women.
IR 3: Improved Selected Economic Infrastructure to Lower Transaction Costs	--Informal cross-border trade has important implications for the region as a safety valve even under a free trade regime. --Roles of men and women in cross-border trade differ, and are constrained by different factors.	--Simplify and standardize customs procedures and payments. --Increase access of women to ICT for information on regional markets.★ --Explore the possibility of establishing ICT On Wheels centers with private sector partners. --Increase women's access to public transportation.★	--Amount of cross-border trade accounted for by women traders.
IR 3.1: Access to finance that supports export activity in selected countries improved	--Women and men are involved in financial markets as suppliers of credit as well as borrowers. --Women entrepreneurs and business owners face gender-specific barriers that limit their access to financial services and markets.	--Promote gender-aware financial reform among partners focusing on: --Banking, property and contract laws: Banking procedures to increase outreach to women clients and staff training to ensure equal access. --Support for non-bank financial institutions for priority lending to sectors with high female participation. --Monitoring and evaluation to record repayment rates, participation, control and use of loans by men and women.	--Share of loans to women. --Changes in laws concerning land ownership and collateral security.
IR 3.3: Regional spot market for electricity to support selected industries	--Issues include equal access to and equal benefits from a regional spot market for women.	--Promote a gender-sensitive beneficiary assessment of the regional spot market.	--Rise in women's income/lowering of production costs due to regional spot market.

IR 3.4: Efficiency of transport service infrastructure to facilitate trade improved.	--Issues here include the costs of transport, frequency of service, personal safety, and access to convenient public transportation.	--Foster regional transportation clusters that address gender-based concerns of access, security and cost.	--Increased use of transportation services and infrastructure by women.
CC-IR2: Legal & Policy Constraints Against Women's Participation Business Amended	--Unequal treatment in rights to property, asset holding, the right to contract, inheritance laws, credit policies, labor laws. --Limited access to education, health care. --Lack of cultural acceptance. --Gender segregation of economic activities.	--Rapid appraisal study of a selected number of countries in the region to identify common best practices for removing legal and policy constraints against women's participation in business.	--Share of loans to women. --Changes in laws concerning land ownership and collateral security.

Part 3: Improved Electoral Competition in Southern Africa

Rae Lesser Blumberg

I. Introduction

The Regional Center for Southern Africa (RCSA) is currently elaborating its 2004-2010 Strategic Plan (RCSA 2002). With respect to Democracy and Governance (DG), the Strategic Objective (SO) is “Improved Electoral competition in Southern Africa.” IR1 calls for increased accountability/transparency of electoral competition processes, i.e., an anti-corruption activity. IR2 involves improved electoral processes via compliance with regional norms and standards. IR 1.1 concerns “improved access by partners to resources and information that address electoral competition processes in the region,” and IR 1.2 is “increased oversight of electoral competition processes by regional NGO coalitions.” IR2 sub-IRs include: “Increased participation of women and disadvantaged groups in key political competition processes” (2.1); “Increased regional capacity to mitigate conflict and human rights abuses” (2.2), and “Improved consensus on regional election norms and standards” (2.3). All these offer RCSA good opportunities for gender mainstreaming.

This paper presents recommendations for a program that mainstreams gender so that these objectives may be better achieved, while enhancing women’s relative status in the process. Before presenting the recommended program, several points must be made (documentation for these points is presented in footnotes):

1. There seems to be a sequence for mainstreaming women in DG activities. That sequence begins with economic empowerment. Two research findings here are:
 - a. Economic power, defined as *control of income and other key economic resources (e.g., land, animals) by men vs. women*, is the most important factor affecting the level of gender equality/inequality.⁴
 - b. DG programs that first increased women’s economic power through, e.g., linkages with microcredit programs, and then trained them in advocacy and political/legal/human/gender rights resulted in much higher proportions of women going on to political activism and local office than programs that provided only the training.⁵
2. In turn, corruption falls as the proportion of women in office rises.⁶
3. Moreover, corruption also falls as women’s human rights rise.⁷
4. In addition, women’s political empowerment is linked to less conflict (military violence in international disputes falls as the proportion of women in parliament, and the number of years since women got the vote, rises).⁸

⁴ See Blumberg 1984, 1989, 1991, 1998, 2001a, forthcoming. This proposition is supported by much data.

⁵ Blumberg 2001b, forthcoming. USAID-funded research found this in Ecuador, El Salvador and Nepal.

⁶ Mason and King 2001:95 and Swamy et al. forthcoming document this for parliamentary seats held by women; Supatra in Blumberg forthcoming discusses this for local offices.

⁷ Mason and King 2001:12; Kaufmann 1998.

5. There is one final relationship to women's economic empowerment relevant for the DG Results Framework (RF): with consolidated economic power, women are less likely to be victims of violence⁹ – and violence against women (VAW) is increasingly seen as a human rights issue and hence relevant for RCSA/DG.

Since the DG Results Framework promotes greater female political representation, as well as less corruption and increased capacity to mitigate both conflict and human rights abuses, it follows that insufficient economic power is the first gender-based constraint to enhancing women's role in achieving the DG SO and IR objectives. It also follows that the most effective DG program in which gender is mainstreamed must begin with linkages to economic growth, trade and other programs that can ameliorate this constraint. Because USAID/RCSA DG resources are limited, it is recommended that the DG and the Competitiveness Program seek synergies by (1) the Competitiveness Programs identifying successful women's income programs for the DG program activities and (2) the Competitiveness Program itself directly addressing empowerment issues. Let us now discuss the recommended program.

II. Background and Recommendations For Mainstreaming Gender in the New DG Results Framework

A key recommendation of the 1997 SADC Declaration on Gender and Development is that women occupy at least 30% of political and other decision-making positions by 2005. The SADC Gender Unit's main focus has been to promote this. SADC's 2002 report has data on all members except Republic of Congo and shows the following: Women are 16.8% of the 286 Ministers and 19.0% of the 209 Vice/Deputy Ministers. They also are 21.8% of the 2,147 Members of Parliament. Finally, at the local level, 22.7% of "Councillors" are women.¹⁰ A handful of countries (South Africa, the Seychelles, Mozambique, Tanzania, Botswana) now meet the 30% goal for these indicators or come close (Mauritius is last). So helping to accelerate the process for the remaining SADC countries and further enhancing it among the "top five" would seem to be one viable recommendation. Here is the full recommended program:

1. Work with the other SO teams (and their partners, where relevant) to establish linkage programs tying DG activities to efforts to increase female income.

⁸ Caprioli 2000 in Schmiedl 2002 (e.g., she found that a 5% decrease in women parliament members made a state 4.91 times more likely to resolve international disputes by military force).

⁹ Blumberg 1978 found a -.56 correlation between women's economic power and wife beating in a 61-society sample. Also, Levinson's 90-society study (1989) found women's lack of economic power the main factor in VAW. But when a woman's relative economic power begins to rise, the more the man feels threatened by this, the greater the danger of a short-term spike in wife-beating (Blumberg 1991)

¹⁰ SADC 2002 found that a handful of countries reached the 30% goal for these indicators or came close: South Africa, the Seychelles, Mozambique, Tanzania and Botswana (Mauritius came in dead last). A study of the common factors in the "high end" countries could illuminate best practices for the DG RF.

- a. It is not recommended that these linkage efforts focus on women's land rights at this time. Increased income through trade and investment, microfinance, etc. is much more easily achieved. This is because land, unlike income, is a "zero-sum game": once land becomes scarce, female gain is male loss – so men often strongly oppose land rights for women.¹¹
2. Work with partners to promote further progress toward women gaining 30% (or more) of offices. This contributes to the SO because women are seen as less corrupt.¹² It also contributes directly to IR 2.1 (more women in political competition¹³). ★³
 - a. Commission a rapid appraisal study in some or all of the "top five" countries to identify common best practices (with a possible comparison to Mauritius as a negative case) before finalizing programming for this.
3. Work with SADC Council for NGOs on IR1 anti-corruption efforts and promote increased involvement by women's NGOs and politicians in fighting corruption.
 - a. Study how top leaders from TGNP (Tanzanian Gender Network Program) became leaders of TANGO (Tanzania Association of NGOs),¹⁴ and apply the lessons to enhance women's clout in anti-corruption actions
 - b. Women's NGOs could be encouraged to take a lead role in IR1.2 ("Increased oversight of electoral competition processes by regional NGO coalitions"), again using the TGNP/TANGO model at the regional level.
4. Choose violence against women (VAW) as a key human rights abuse to be stressed by DG during the Strategic Plan period and work with relevant regional women's – and human rights – groups to combat it by such means as:
 - a. Promoting passage of VAW laws in countries now considering them (Botswana, Namibia and Zambia); promoting monitoring of the effectiveness of VAW laws in countries that already have them (Mauritius, the Seychelles and South Africa), and promoting VAW laws or such precursors as "Women's Tribunals" in the other SADC nations.¹⁵
5. Promote increased involvement by women's NGOs and politicians in efforts to mitigate and resolve conflict, building on women's empirically observed effectiveness in conflict resolution.¹⁶

¹¹ All the SADC countries have dual legal systems (statutory and customary law) that constrain women, especially with respect to inheriting land. Only two (Mozambique and Malawi) have constitutions that don't permit discrimination against women based on customary law (which disadvantages females, given that most ethnic groups in the region are patrilineal and patrilocal). But even there, women are disadvantaged de facto in actually controlling land.

¹² Sithole, Kunaka and Klein 2001 document this for 12 of the 14 SADC countries.

¹³ Jenna Luché (1994) found the three main constraints to women's involvement in political competition processes are: lack of economic resources/power, high levels of male violence against them, and lack of information. So enhancing women's economic position should enhance their economic power and reduce male violence against them. Lack of information can be addressed by training, as suggested below.

¹⁴ Case studies of TGNP and TANGO are included in Blumberg et al. 2003a.

¹⁵ The data come from Dejene and Martin 2002.

¹⁶ Blumberg et al. 2003b found that women's groups (that first had received income enhancing assistance) proved remarkably effective in conflict resolution in Northern Kenya.

6. As a cross-cutting initiative, at all meetings, conferences and other events convened by RCSA/DG and its partners, provide training (using a Training of Trainers model) in the three prerequisites of gender mainstreaming:
 - a. Mandatory disaggregation of all people-level indicators by sex
 - b. Gender analysis to see how gender relations affect the achievement of results and how results affect the relative status of women
 - c. Gender targeting so that achievement of results is enhanced by targeting the right subgroups of men and women.
7. As a final cross-cutting initiative, create an organizational structure and incentives for attention to gender in both RCSA/DG and its relevant partners.
 - a. This entails a gender coordinator and gender focal points for both DG and partners, with periodic meetings
 - b. Attention to gender by DG and partner staff should be rewarded by bonus points on performance evaluations, awards ceremonies/certificates, or even trips to relevant conferences/training.

III. Partners and Indicators

1. Potential gender partners. Only a preliminary list of possible partners could be identified from the materials available for the desk study. Promising candidates include: WiLDAF, WLSA, SARDC, SARDF, SAHRIT, the SADC Gender Unit and SADC Council for NGOs, TANGO, Gender Links, and MISA. Details are provided in the endnote.¹⁷

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- ¹⁷ The Southern Africa Regional Democracy Fund (SARDF) began regional democracy-strengthening activities in 1996 and its first grant went to Women in Law and Development in Africa (WiLDAF), a regional women's NGO. WiLDAF remains a candidate for further partnership.
 - Another law-related regional group that is a candidate is Women and Law in Southern Africa Research Trust (WLSA). They carried out the research (WLSA 2001) analyzing women's access to land in the WLSA countries (Botswana, Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe).
 - Also a candidate is the Southern African Research and Documentation Centre (SARDC), which already has a track record with RCSA: working with the SADC Parliamentary Forum to carry out the two-year Engendering SADC Parliaments initiative. Its activities included the establishment of a gender advisory team and a regional gender caucus within the SADC Parliamentary Forum (Dejene and Martin 2002:24).
 - The SADC Gender Unit has concentrated most of its efforts on reaching the 30% target of women in political decision-making positions by 2005 and its experiences should prove valuable for the DG "women in politics" (WIP) activities that will be carried out under the 2004-2010 Strategic Plan.
 - Concerning anti-corruption, RCSA's principal partner, the Human Rights Trust of Southern Africa (SAHRIT), proclaims gender equality as an institutional value. And it disaggregated results in its public opinion survey on corruption in Southern Africa by sex, revealing some important findings in the process (e.g., popular perception of women as less corrupt).
 - In contrast, the studies put out by Afro Barometer (the Southern Africa Democracy Barometer) do not disaggregate their data by sex even though they interviewed both men and women (see, e.g., Mattes, Davids and Africa 2000). This means that for its Southern Africa partner, The Institute for Democracy in South Africa (IDASA), sex disaggregation should be a condition of funding.
 - According to the RCSA Concept Paper (2002:26), SADC recently launched a SADC Council for NGOs through which NGOs can play a regional oversight role over the implementation of the Anti-Corruption Protocol. This leads to a possible opportunity for injecting gender-aware leadership into this new

2. Indicators. These are very preliminary because the RF gives little detail. These parallel those in Table 3, below.

- a. For the SO, disaggregate all people-level indicators by sex, including Indicator #1 (“% of citizens expressing trust and confidence in select electoral competition processes and institution.”). Change it to: *“Percentage of men and women expressing trust and confidence in select electoral competition processes and institutions (Afrobarometer)”*
- b. For IR1, add the following two indicators to that already suggested by the mission: *“Number of women’s NGOs trained in anti-corruption activities,”* and *“Number/proportion of trained women’s NGOs actively working in anti-corruption activities.”*
- c. For IR1.1, consider the following: 1. *Number of NGOs focusing on ‘women in politics’ with improved access to resources and information that address electoral competition processes in the region;* “ 2. *Number of caucuses of women officeholders and party members getting more resources and information vis-à-vis electoral competition processes;*” 3. *“Amount of resources going to caucuses of women*

“umbrella” or “second story” organization, based on the experience of TANGO (the Tanzanian Association of NGOs; see Blumberg et al. 2003a):

- Tanzania Association of NGOs (TANGO) is an umbrella organization of 400-500 NGOs. Their two top leaders are women who have promoted gender to all members. TANGO assigns a staff person to make sure trainings and trips are gender-balanced; it also disaggregates all people-level indicators by both gender and age and pushes members to do the same. TANGO’s leaders came from the leading gender NGO, the Tanzania Gender Networking Program (TGNP) and they have overcome male shock at seeing the organization run by women. This is because TANGO has been very effective in enlisting donor support for members. Meanwhile, the leaders continue to promote a gender-sensitive agenda, including increasing the capacity of regional and district-level NGOs vis-à-vis gender. TANGO was the country’s lead NGO in USAID-supported preparations for the Fourth World Conference on Women in Beijing in 1995 and it remains active in the “Beijing process” to implement and monitor government commitments. There may be a parallel opportunity here if a strong regional women’s NGO is a member of the new SADC Council for NGOs – or if there is such an organization “waiting in the wings” that could be encouraged both to join and to try for a leadership/coordinating role. This should be investigated. Also, it might be possible to form a new “umbrella” regional organization for conflict resolution as well. If so, another opportunity for proactive female leadership might be created. In general, if a woman’s NGO or leadership is able to take the coordinating position atop an “umbrella” (or “second story” organization), it is able to gain a sizeable multiplier effect on its own resources and is ideally positioned to promote the often-elusive goal of gender mainstreaming.
- Gender Links is a Southern African NGO that promotes gender equality in and through the media; The Media Institute of Southern Africa (MISA) seeks to foster a free, independent and diverse media. In 2003 they jointly undertook a landmark study on gender in the editorial content of the Southern African media covering 25,110 news items in September 2002 with partners from all the SADC countries.

- officeholders and party members;” 4. “Women-led NGOs hold at least 30% of top offices in NGO coalition pushing IR 1.1.”*
- d. For IR1.2, consider the following: 1. *Number of women’s NGOs participating in regional NGO coalition exercising increased oversight of electoral competition processes;” 2. “Number/proportion of women candidates trained by regional NGO coalition members;” 3. “Amount of support provided women candidates by NGO coalition members.”*
 - e. For IR2, in addition to the indicator proposed by the mission, consider adding: *“Number/proportion of women candidates elected in each SADC country.”*
 - f. For IR2.1, it should be stressed that this is the key sub-IR for gender. To measure “increased participation by women in key political competition processes,” consider assessing the following, all disaggregated by country and level of election: 1. *“Number and/or proportion of female/male voters in elections in SADC countries;” 2. “Number/proportion of female and male candidates;” 3. “Number/proportion female and male candidates receiving (a) training, (b) financial help”* (if feasible, also track amount of financial help received, disaggregated by sex of candidate, and country and level of election); 4. *“Number and/or proportion of female and male candidates elected;” 5. “Number and/or proportion of female and male candidates receiving post-election training.”*
 - g. For IR2.2, consider the following: 1. *“Number of women’s NGOs trained to mitigate It000g76gconflict;” 2. “Number of women’s NGOs trained to curb rights abuse;” 3. “Number of women’s NGOs working against violence against women (VAW);” 4. “Number of human rights NGOs working against VAW.”*
 - h. For IR 2.3, consider the following: 1. *“Number of NGO, government and regional advocacy efforts promoting regional election norms and standards calling for 30% women officeholders;” 2. “Number of items of media coverage promoting women as 30% of officeholders;” 3. “Proportion of women and men in surveys advocating women as 30% of officeholders.”*

Part 3 Annotated Bibliography

Blumberg, Rae Lesser. In press. “Climbing the Pyramids of Power: Alternative Routes to Women’s Empowerment and Activism.” Chapter 2 in Promises of Empowerment: Women in East Asia and Latin America, edited by Christine Hunefeldt, Jennifer L. Troutner and Peter H. Smith. Rowman and Littlefield.

This research article is based on both theory and empirical findings. The theory is Blumberg’s general theory of gender stratification (which incorporates variables ranging from political to cultural; but it posits that relative control of economic resources by men and women at levels ranging from the macro (the state) to the micro (couple; family) is the single most important variable in predicting the level of male/female equality). The empirical work was conducted in Ecuador, El Salvador, Nepal and (a little in) Thailand for a USAID/G/DG Women in Politics study, using a rapid appraisal methodology. Thailand aside, there were 377 “person contacts” (about a dozen people were interviewed both in focus groups and as key informants), 12.5% men and 87.5% women. The research compared women who had been given training in political/legal rights/gender only, with those who had received the training either before or after economic empowerment (e.g., through microcredit). It appeared that beginning with economic empowerment prior to the training produced higher rates of subsequent political/civic activism/office-holding than other sequences, with one exception: In eastern Nepal, highly subjugated Indo-Aryan Hindu women who had never earned income before, and, before the training, didn’t know about their (few) legal rights or that gender is socially constructed, said they felt they needed the training first, before receiving their microcredit. The conclusions are (1) political empowerment initiatives should be linked to viable economic empowerment activities in order to maximize subsequent female political activism/office-holding, and (2) generally, economic empowerment prior to political training has more impact.

Luché, Jenna. 1994. “The Gender and Political Participation (GAPP) Study: The 1993 GAPP Study of Women in Nepal, Bangladesh and Thailand.” Washington, D.C.: U.S. Agency for International Development/Office of Women in Development.

This study aimed at discovering what was necessary to foster women’s political empowerment was done for the WID Office and the Asia/Near East Bureau using rapid appraisal techniques. A total of 345 were interviewed (14.8% men, 85.2% women) from political parties, government and NGOs (both leaders and rank-and-file). Three main constraints to women’s political participation emerged: (1) access to/control of personal income; (2) access to information, and (3) domestic violence. Men control wives and daughters’ political participation by denying them funds and may beat/divorce or even kill them for going against their wishes politically. Conversely, the interviewees reported that women whose income increased through NGO activities gained household status, and that the two factors that galvanized women’s political empowerment were (1) income, plus (2) knowledge of rights. They concluded that an integrated approach combining rights awareness training with initiatives aimed at meeting basic human needs/economic empowerment “provided women the foundation and incentives for

mobilizing toward political empowerment.” Note: the best sequence of economic vs. political empowerment activities in such an integrated approach was not dealt with.

SADC. 2002. “Women in Politics and Decision-Making in the SADC: Regional Report.” No publisher/location given.

This report summarizes the findings of research carried out in the member SADC countries (only the Democratic Republic of Congo is absent from the data). SADC commissioned the study, which was conducted by resident consultants. The regional report was consolidated out of the 13 national reports. The study aimed at measuring the number and percent of women in decision-making positions in political and other key structures, comparing these levels with the SADC target of 30% women “in decision-making positions in all structures...by 2005.” The findings are all descriptive; there is no analysis. The study found, *inter alia*, that women are 16.8% of the 286 Ministers and 19.0% of the 209 Vice/Deputy Ministers. They also are 21.8% of the 2,147 Members of Parliament. At the local level, 22.7% of the “Councillors” are women. Inspecting the data shows that five countries meet or are approaching the 30% goal: South Africa, the Seychelles, Mozambique, Tanzania, and Botswana. Conversely, Mauritius is at the bottom with respect to women’s representation in the various levels of political office. But without contextual data and analysis, no further conclusions can be drawn about why these particular countries showed the observed patterns. Note: such research is needed.

Schmiedl, Susanne, with Eugenia Piza-Lopez. 2002. “Gender and Conflict Early Warning: A Framework for Action.” London and Bern, Switzerland: International Alert and Swiss Peace Foundation (ISBN: 1-898702013-6).

This is a preliminary conceptual paper on a new area: incorporating gender into pre-conflict “early warning” systems. Such systems are starting to focus on the grassroots, working with major stakeholders and cooperating with local partners. This facilitates attention to gender, which, in turn, can improve the warning system. Specifically, the paper argues that incorporating gender-sensitive indicators into information collection and subsequent analysis allows for previously overlooked signs of grassroots-level instability. Mitigation can then begin before the conflict spreads to high politics. It also argues that incorporating gender analysis into the formulation of response options ensures that in post-conflict situations, discriminatory policies are not perpetuated or newfound freedoms reversed. The paper proposes a list of gender-sensitive early warning indicators. It also presents hypotheses, *e.g.*, about gender-sensitive “root causes” as well as “proximate causes” of conflict. Many involve the inverse relation between women’s status and the likelihood of conflict. They are based on “limited research” that suggests groups that (a) curb women’s access to economic, political and social resources, and decision-making power, (b) view them as inferior and (c) accept VAW, are more prone to violent conflict. This paper presents the results of Caprioli’s 2000 research, which quantifies the likelihood of military force in international conflict as a function of the nation’s (a) proportion of women in parliament, (b) years of female suffrage, (c) percentage of women in the labor force and (d) fertility rate.

Improved Electoral Competition in Southern Africa
Gender Mandate References

GENDER RELATIONS WILL AFFECT THE ACHIEVEMENT OF SUSTAINABLE RESULTS
<ul style="list-style-type: none">• Increase in female office holders and strengthened women’s NGOs will increase the number and effectiveness of anti-corruption activities
<ul style="list-style-type: none">• Linking economic empowerment with political empowerment will result in more women in office and active in key political competition processes.
<ul style="list-style-type: none">• Providing training in conflict resolution to women’s NGOs would strengthen efforts to mitigate conflict.
PROPOSED RESULTS WILL AFFECT THE RELATIVE STATUS OF MEN AND WOMEN
<ul style="list-style-type: none">• More resources for, more NGOs focusing on “women in politics” and more caucuses of women officeholders getting resources and information on the electoral competition processes will result in an increase of women in political office, meeting or exceeding the 30% target for the region.
<ul style="list-style-type: none">• Linking economic empowerment with political empowerment will result in more women in office and active in key political competition processes.

**Part 3a: Sequencing Suggestions In Light Of Focus Group's Top Three Priorities
for Democracy and Governance
(SO=Improve Electoral Competition in Southern Africa)**

Rae Lesser Blumberg

Background: The Gender Focus Group Meeting hosted by RCSA¹⁸ chose as the top three priorities: Election commissions to consider mainstreaming gender; “Engender” Parliaments, and Advocacy and Media Training. These priorities fit very well with a suggested “sequencing strategy” that first promotes links to economic empowerment in order to stimulate greater political activism and officeholding by women in Southern Africa. The sequencing strategy builds on Jenna Luché’s empirical findings and the theoretical and empirical work of Rae Blumberg.¹⁹

Luché found three main *constraints* on women’s political involvement: (1) lack of economic resources/power; (2) lack of information, and (3) high levels of male violence against women. She also found two factors that “galvanized” women’s political activism and agency: (1) control of economic resources, and (2) receiving information/training in an area that was important for their lives, i.e., knowledge that could be of immediate relevance, or an issue that deeply concerned them (e.g., violence against women; discriminatory laws, etc.). Blumberg found that promoting economic empowerment *before* political empowerment efforts (such as political advocacy training) led to more political involvement and office holding than providing political advocacy training alone. She also found that organization (caucuses of women politicians; liaisons of women politicians with gender-focused NGOs/CSOs, etc.) enhanced women’s political efforts.

Combining the Focus Group’s priorities and the “sequencing strategy” suggests *increased participation of women...in key political competition processes*:

A. Increasing the pool of women aiming for public office: RCSA/DG supports regional NGO efforts in joint program aimed at:

- Women already earning/controlling some economic resources – BEGIN with women involved in economic SOs
 1. Promote enhanced income-earning opportunities through links to economic empowerment programs (e.g., microfinance; business development services; trade and investment initiatives, etc.), in order to provide a stable livelihood to women who are *then* selected for further efforts. These economic empowerment efforts should be prior to or simultaneous with the training in 2.
 2. Provide political/legal/gender training with practical advocacy and lobbying component

¹⁸ May 27 2003 at the Southern Africa Global Competitiveness Hub, Gaborone, Botswana (see Annex 1)

¹⁹ A copy of Blumberg’s in-press article, “Climbing the Pyramids of Power: Alternative Routes to Women’s Empowerment and Activism,” has been provided to the Democracy and Governance team of RCSA. It discusses Blumberg’s theory and data as well as Luché’s findings.

3. Encourage most promising women trained to enter political arena
 4. Work with other donors to provide support: party contacts, funding sources, candidate training, etc. to most promising women who seek to become candidates
- Women who DON'T earn/control economic resources
 1. Provide political/legal/gender/self-esteem training with advocacy component
 2. Provide viable income-earning opportunities IMMEDIATELY following training
 3. Encourage most promising women trained to undertake advocacy activities
 4. Encourage most promising women empowered by 2. and 3. to enter political arena
 5. Work with other donors to provide support: party contacts, funding resources for effective campaigning, candidate training, etc. to most promising women who seek to become candidates
 - To aid women of both groups who become candidates:
 1. Provide training to selected men and women in media to pay more – and more positive – attention to women candidates.
- B. Empowering women already in competitive electoral posts: RCSA/DG supports regional efforts aimed at “engendering” Parliaments; getting Election Commissions to mainstream gender, and train media:
- Train women officeholders in both gender and efficacy in office
 - Train selected men officeholders in both gender and efficacy in office (the efficacy training is the incentive for men to be trained in gender too)
 - Organize caucuses of women in office at different levels, so women in higher office provide mentoring to those below, while those below provide access to grass roots constituencies’ ideas and support
 - Mobilize around key issues (e.g., VAW legislation; implementation) that unite elected women and gender-sensitive men of diverse parties and ideologies, as well as relevant CSOs/NGOs
 - Convince Electoral Commissions to consider mainstreaming gender by providing training in gender awareness, data disaggregation, analysis and targeting that demonstrates benefits of gender mainstreaming
 - Train selected men and women in media to pay more – and more positive – attention to women officeholders and the SADC 30% goal
 - Award prizes for year’s best media coverage of Women in Politics issues
 - Collaborate with other donors to fund the most urgent needs (political efficacy and gender training of elected women and selected elected men; resources for effective organizing, mobilizing and campaigning)
 - Investigate several of the best countries vis-à-vis meeting the 30% target (and perhaps compare with the worst) in order to extract best practices.

Fig. 1

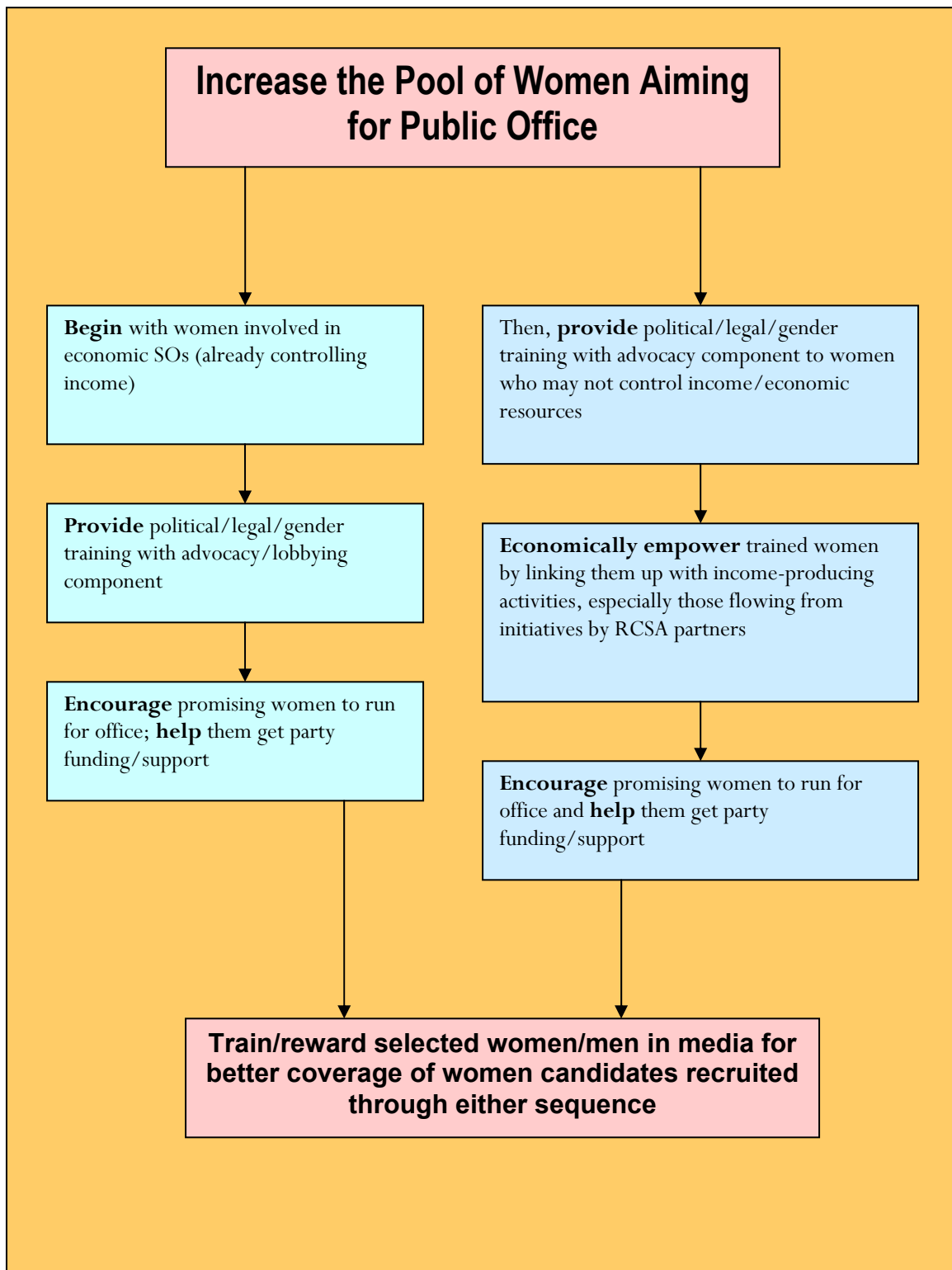


Fig. 2

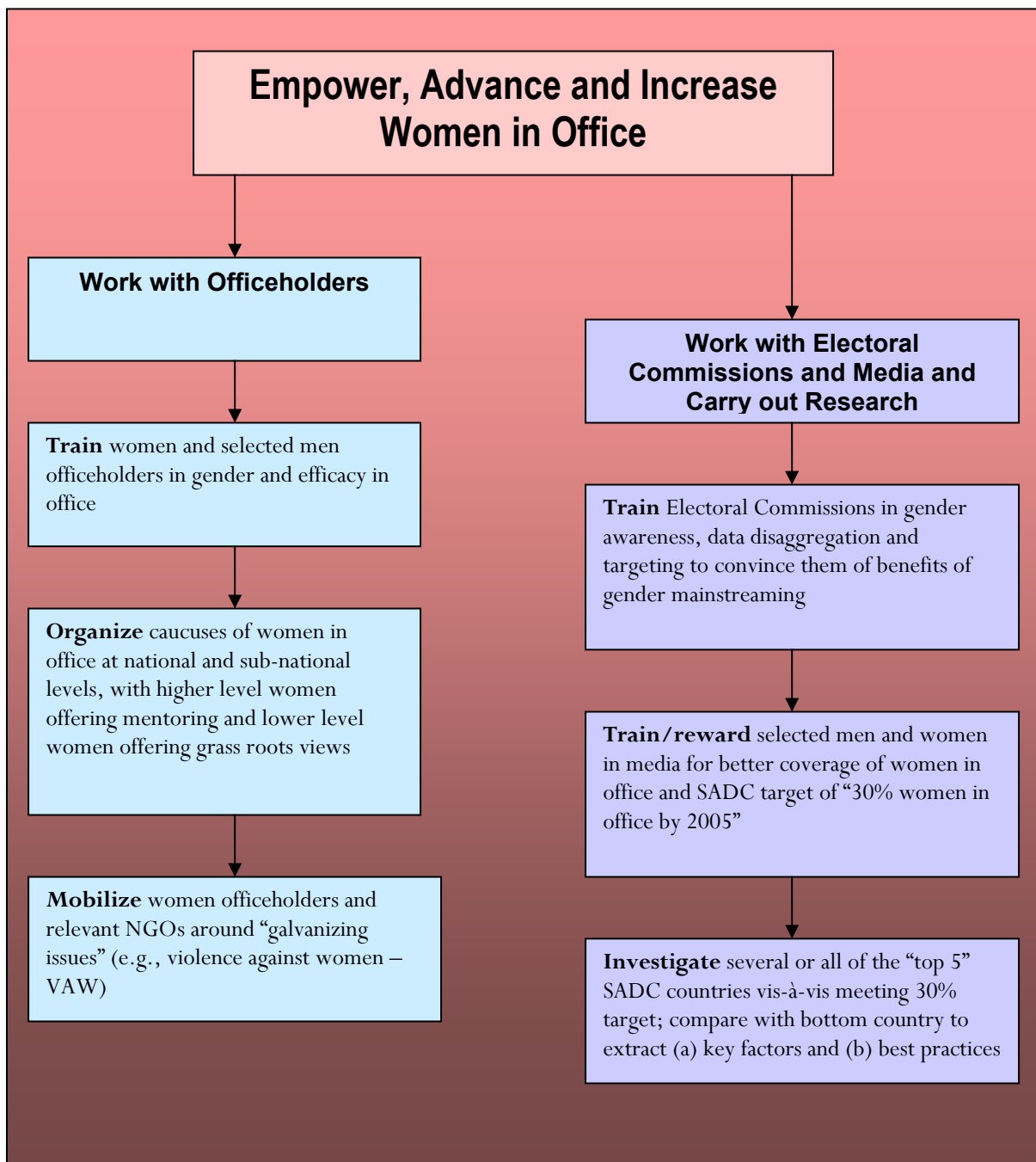


Table 3: Improved Electoral Competition in Southern Africa SOs and IRs

SOs and IRs	Gender Issues	Recommended Actions	Possible Indicators
SO: Improved Electoral Competition in Southern Africa	<p>--Despite ADS and Congressional requirements, draft SO indicator is not sex-disaggregated, thus precluding subsequent gender analysis & mainstreaming.</p> <p>--Afrobarometer reports don't report findings by gender although the data are collected.</p> <p>--The disproportionate burden of care of AIDS patients on women (care responsibilities or limited resources for a large number of dependents) further marginalizes them from active participation in electoral processes.</p> <p>--PLSWHAs are likely to be discriminated against or they may prefer to use their remaining time to engage in less demanding activities.</p>	<p>--Disaggregate all people-level indicators by sex.</p> <p>--Also commission analysis of previous Afrobarometer surveys to disaggregate by sex and ensure that all future surveys are sex-disaggregated.</p> <p>--Affirmative action should be adopted to ensure participation of women and men directly affected by HIV/AIDS in electoral processes, elections commissions and other governance structures.★</p>	<p>--Percentage of men and women expressing trust and confidence in select electoral competition processes and institutions (Afrobarometer).</p>

IR 1: Increased accountability and transparency of electoral competition processes in the region	<p>--Increased proportion of female officeholders is linked to decreased corruption.</p> <p>--Afrobarometer surveys show women already are seen as less corrupt. So a target of "at least 30% women in all political posts" should win significant public approval if linked to anti-corruption efforts.</p>	<p>--Promote both more female officeholders★ and more women's NGO and civil society's work in anti-corruption.</p> <p>--Measure impact by improvement in corruption indicators and by rise in popular perception of more female office-holders resulting in less corruption.</p> <p>--Add items on women in office to Afrobarometer "popular perception of corruption" and analyze by % of female office-holders.</p>	<p>--Use of corruption control mechanisms (World Bank).</p> <p>--N of women's NGOs trained in anti-corruption activities.</p> <p>--N/% of trained women's NGOs working in anti-corruption activities.</p>
IR 1.1 Improved access by partners to resources and information that address electoral competition processes in the region	<p>--If politically involved women's groups, women officeholders and women party members had more resources and information vis-à-vis electoral competition processes, more women running for and elected to office could result.</p> <p>--PLWHAs are likely to be discriminated against and women are disproportionately handicapped by their care responsibilities.</p>	<p>--Promote greater access to <i>resources</i> for "women in politics" by relevant NGOs and caucuses of women in office and party members.</p> <p>--Promote more access to "women in politics" <i>information and training</i> for all these groups.</p> <p>--Promote more access to electoral information, processes and commissions by PLWHAs</p>	<p>-- No. of NGOs focusing on "women in politics" with improved access to resources and information that address electoral competition processes in the region.</p> <p>--No. of caucuses of women officeholders and party members getting more resources and information vis-à-vis electoral competition processes.</p> <p>--Amount of resources going to caucuses of women officeholders and party members.</p> <p>--Women-led NGOs hold at least 30% of top offices in NGO coalition pushing IR1.1.</p> <p>--N of people directly affected by HIV/AIDS active in electoral processes and commissions.</p>

IR 1.2 Increased oversight of electoral competition processes by regional NGO coalitions	--If women-led NGOs play a key role in coalitions of NGOs overseeing electoral competition events, they could promote more women being named to run, more women given resources and more women being elected.	--Support more involvement by women's NGOs in regional NGO coalition exercising increased oversight of electoral competition. --Support member NGOs that promote more aid to women candidates as NGO coalition goal.	--No. of women's NGOs participating in regional NGO coalition exercising increased oversight of electoral competition processes. --No/% of women candidates trained by regional NGO coalition members. --Amount of support provided women candidates by NGO coalition members.
IR 2. Improved electoral processes through compliance with regional norms and standards	--The SADC Gender Declaration set a target of 30% women in offices by 2005. So far only 5/14 SADC countries are at or near the target and neither gender nor the 30% target have been institutionalized into regional norms and standards. There is no research on common factors in "top 5" countries, or comparisons with nations farthest from 30%, so no best practices that can be added to regional norms and standards have been identified.	--Promote focus on gender in SADC countries to comply with regional norms and standards. --Carry out research on countries meeting 30% target compared to one at/near bottom to identify key factors and best practices (should lead to future indicators).	--Degree to which electoral laws and rules conform to regional norms and standards (EISA Report). --N/% of women candidates elected in each SADC country.

IR 2.1 Increased participation of women and disadvantaged groups in key political competition processes	<p>--This is the most important sub-IR for gender. It also is a good entry point for a "sequencing strategy" that links economic and political empowerment. This strategy links political interventions to economic SO programs that are already raising female income. Evidence indicates that after political training, already economically empowered women are more likely to seek political posts than non-economically empowered women.</p>	<p>--Support organizations promoting women voter turnout and working with parties to name more women to electable posts.★ --Promote training and funds access for women candidates. --Support media coverage of women candidates★. --Support post-election training for women in office. --Create linkages to economic SOs programs already raising female income; offer political training to economically empowered women as well as women not receiving such help. --Support research on N/% of economically empowered women becoming candidates vs. N/% of women not economically empowered.</p>	<p>--N and/or % of female/male voters in SADC elections. --N/% F/M candidates. --N/% F/M candidates receiving training; financial help. --N and/or % F/M candidates elected. --N and/or % F/M candidates receiving post-election training.</p>
IR 2.2 Increased regional capacity to mitigate conflict and human rights abuses	<p>--Research shows: 1. women often excel at conflict resolution so women's NGOs should be trained to work in this field; 2. corruption falls as women's rights increase, and 3. VAW is a potent human rights issue, so women's and human rights NGOs' roles in these areas should be promoted. If women's rights and protection from VAW are increased, the hypothesis that corruption should then decrease can be explored.</p>	<p>--Support training SADC region women's NGOs in conflict resolution using a regional partner & TOT methods. --Support women's NGOs and civil society organizations promoting human rights and anti-VAW. --Support human rights NGOs promoting VAW laws and gender-sensitive programs. --Study whether enhanced women's rights and VAW protection are linked to less corruption.</p>	<p>--No. of women's NGOs trained to mitigate conflict. --No. of women's NGOs trained to curb rights abuse. --No. of women's NGOs working against VAW. --No. of human rights NGOs working against VAW.</p>

IR 2.3 Improved consensus on regional election norms and standards	<p>--As noted, the target of at least 30% women in elected offices is not widely met. Therefore, promoting a minimum of 30% electable women candidates for all posts at all levels as a regional norm and standard could lead to more nations reaching - or exceeding - the target.</p>	<p>--Work with relevant NGO, government and regional partners to promote adding target of 30% women in offices at all levels as a regional election norm and standard.★ --Work with media to promote target of 30%★. --Add item on agreement with 30% target to Afrobarometer surveys and analyze by sex. --Study whether promoting greater consensus on 30% target is linked to more women in office.</p>	<p>--No. of NGO, government and regional advocacy efforts promoting regional election norms and standards calling for 30% women officeholders. --N of media coverage promoting women as 30% of officeholders. --% of F/M in surveys advocating women as 30% of officeholders.</p>
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Part 4: Improved Management of Selected River Basins

Hilary Sims Feldstein

I. Introduction

One of the most serious problems facing Southern Africa today is that of water availability and purity. There are several large river basins that cut through three or more countries linked by the need to protect the ecosystems through better management of natural resources at the headwaters and downstream. For any river basin there are multiple users from small communities at the headwaters and along the way to power plants and other industries that require water for their operation. Competition for water is keen and is a potential source of conflict. What is required for sustainable management is agreed upon and improved water usage by all its potential users. Better environmental management relies on incentives, particularly the increased ability of smallholders to improve their livelihoods through community enterprises based on careful natural resource management and selected use of natural resource products.

For the period 2004-2012, the focus of RCSA's work will be the Okavango River Basin, which is a transboundary river system shared by Angola, Namibia, and Botswana. The objective has two main focal areas: Strengthened Institutional Capacity (IR 1) and Improved Community Management of Critical Areas (IR 2). Strengthening institutional capacity will focus on increased use of analytic and management tools (IR 1.1) and Strengthened Legal and Regulatory Reform (IR 1.2). Improving Community Management will be built on community enterprises established (IR2.1) and increased community participation in water management (IR2.2). A third intermediate result is Water Resource Management Services Provided to Bilateral and Non-Presence Missions. In this area RCSA will support initiatives that complement the Okavango work.

The proposed centerpiece of the Okavango River Basin project is the *Sharing Waters* program. This program focuses on building data management tools that can provide sets of results as to the hydrologic effects on the River Basin of various demands (community, state, and regional) on water use. Such a model will help all stakeholders to agree upon a plan that reflects 'maximum joint gain analysis'.

The program includes specific activities for community level collaboration. In addition to establishing analytic tools to be used in developing a plan for the Okavango River and to underlie laws and policies, the program anticipates the establishment of community enterprises as well as to increasing community participation in water management.

Community members from the communities surrounding the Okavango Basin are essential leaders in the design of livelihood and NRM systems that they can live with, i.e. that (i) will provide them with necessary income and products for their own well being, (ii) can be managed with the labor and other resources that community members can provide, and (iii) will include the provision or development of necessary services, such as inputs, finance, marketing systems, infrastructure, etc. that can support their enterprises.

Dejene and Martin²⁰ state in their report the difficulty RCSA staff anticipated in trying to address something that operates at the community level, such as attention to gender issues, given the regional mandate of RCSA. This SO is a good opportunity to address that difficulty directly to the benefit of communities, women, men and youth in them, and to RCSA's objective of improved management.

A challenge of this SO is to enable an essentially regional set of actors, RCSA and its partners, to find a way to sponsor and evaluate existing or new efforts to identify models and best practices for communities in different ecological situations with different livelihood options, i.e. farming systems in the small and spread these through policies, regulatory reform, and capacity building to all areas where they are relevant.

II. Key gender issues

A number of activities may contribute to community-based enterprises that support the dual goals of improved natural resource management and improved livelihoods: agricultural production, harvesting (sustainably) timber and nontimber forest products, processing, carbon sequestration, crafts, and tourism. To develop a plan requires an analysis of community strengths, opportunities, and incentives as well as the constraints it must overcome. Social and gender analysis, are important tools to gathering and considering data for the purposes of planning, implementation, and monitoring. NGOs, CBOs or local agricultural, or environment personnel can conduct such activities. This provides a *realistic basis for planning* what members of a community can do with respect to community-based enterprises and to participating in water and natural resource management necessary to improving the water basin ecosystem.

First and foremost: Who are the people in the communities with which RCSA and its partners will work? Wars and droughts have led households to diversify strategies that may include the absence from home of family members, usually men, to earn an income at plantations or in urban areas. HIV/AIDS has devastated many communities leaving primarily youth and children with the remaining women, often grandmothers, burdened with the care of HIV/AIDS victims as well as agricultural production. Old assumptions of intact households of a man and wife or wives and children are probably inaccurate. The challenge of those working with communities affected by integrated river basin management is to understand the basic structures and motivating beliefs and attitudes characteristic of these communities.

Technically one wants to know: Who is there? What are the effects of HIV/AIDS or outmigration on women's and men's participation in community efforts and decision-making? On their ability to pursue new community based enterprises? What are the gender roles with respect to livelihood and care giving activities? Who does what work? How is land held? Often women have no sure rights to the land they work. In the wake of HIV/AIDS land grabbing often leaves land in the hands of the strongest opportunists.

²⁰ Dejene and Martin 2002

What is the nature of relations between men and women and other significant groups? It is useful to try understanding the prevailing sets of norms that govern behavior and incentives. What are and how strong are traditional norms, often strongly patriarchal, about distribution of labor and benefits especially between women and men? What new norms are developing as the result of commercial opportunities, out migration of certain groups, statutory law? How do women participate in decision-making? Who makes decisions at the household level? At the community level? Often missing in community development efforts are the voices of women who by tradition may be silent in community gatherings, reluctant to challenge traditional practices for fear of male disapproval or action.

Local knowledge: Is there danger of losing the knowledge about best traditional practices of natural resource management and production; such knowledge usually resides in the mature and aged members of the practices of the community in NRM? Who still has those skills and can convey it to others?

A number of sets of case studies²¹ show that the assumptions we bring into rural communities about women's circumstances may not be strictly valid. In some areas, either the atmosphere has opened up or women have found ways around traditional restrictions on economic activities. The point is to examine carefully with women where the opportunities for their economic initiatives and a greater role in decision-making lie.

As indicated in the Democracy and Governance discussion, economic empowerment frequently underpins women's willingness to enter the political arena at either the local or national level. The implementation of a community-based plan (developed with the voices of men and women) that matches the strengths and incentives of both should provide positive economic outcomes and for women, an easier entry into political action.

III. Recommended Actions

RCSA's decision to work with a number of communities in the key areas for improved management of Okavango River Basin provides an opportunity for combining action and research that can inform future policies and activities.

- Once RCSA and its partners have identified the communities with which to work, RCSA should convene a planning process with the relevant NGOs, CBOs, and Government officers. There should be two people from each 'test' community or set of communities as well as gender experts in agriculture and NRM, at least one for each main cluster of communities based on geographic proximity. A review of the *Shared Waters* program shows that at least two staff members, associated with World Conservation Union (IUCN), do have experience in gender analysis and in working with community groups. The planning meeting would include a *thorough* introduction to participatory rural appraisal and gender analysis and how they are used for planning, implementation, and monitoring. This meeting could also develop a preliminary list of monitoring indicators for each--planning, implementation, and

²¹ Guijt & Shah 1998; Spring 2000; Bonate 1999; WLSA 2001.

income and non-income results—that would be used in common, allowing comparisons between sites and approaches.

- Conduct community based gender sensitive participatory appraisal to understand the prevailing roles, opportunities, constraints, and attitudes in each community. Sensitive means, such as those provided in Guijt and Shaw²², should be used to insure that gender is addressed in a way that is not inflammatory, but leads to a broader learning for the whole community.
- This meeting or a second meeting might feature tools for community based environmental monitoring, tracking what activities are conducted by men and women or youth and how well they are conducted. The base group should meet yearly to compare experiences, refine future steps and consider other indicators. The gender and agriculture/NRM experts would make semi-annual visits to a number of the sites to provide assistance and observe progress. The result of this set of activities would be a large number of individuals trained in gender and agriculture/NRM who can apply their skills in new communities as well as communities in which they currently work. The communities provide ‘test sites’ on how they have tried to address their NRM and enterprise options and can be compared for the efficacy of different approaches.
- Once a thorough analysis is undertaken, the program should be planned with certain guidelines:
 - Ensure a minimum of 30% women representation in all fora that make decisions relating to water and natural resource management.★³
 - Ensure that all legislation, policies and programs relating to water resources management are gender sensitive and responsive.★
 - Ensure that all research and analyses done under the program take into account both gender and HIV/AIDS.
 - Support community based enterprises for both women and men taking into account the impact of HIV/AIDS in terms of a realistic assessment of labor availability.
 - Require all reports from or about communities to disaggregate data by sex and age.
 - A particular asset with respect to community participation will be two IUCN members of the project who have extensive experience in community participation and in gender issues with respect to environmental and water resource management.
- Undertake a study of women’s access to land and how that potentially affects women’s opportunities and the project’s expected results (see Annex 2 for a discussion of this study).

IV. Suggested gender indicators

SO level: Number of gender sensitive rapid rural appraisals conducted.

IR 1: Number of individuals trained (level 1) and experienced (level 2) in conducting social and gender analysis; working with men and women in communities, and (level 3)

²² Op Cit.

using that analysis with communities to implementing community livelihood and NRM plans.

--Number of men and women on community members on board;

Number of men and women on board.

IR 1.1 Number of identified analytic tools used across communities

--Number of community level findings that provide data on the makeup of the community disaggregated by sex, sex of head of household, and by presence of HIV/AIDS.

IR 1.2 Number of issues addressed by reforms or laws directly affecting the community that are judged to be gender sensitive and that recognize the equal rights of both women and men.

IR 2. Monetary value of income from environmentally sustainable community enterprises, disaggregated by women's and men's income (collectible through monitoring data, being very careful to use tools or approaches that can reliably distinguish between men's, women's, and joint income)

--Number of hectares under community management.

IR 2.1: Number of sectors covered by Natural Resource Business Enterprises (NRBE's).

--Numbers of men and women whose business skills and enterprises are strengthened through training.

IR 2.2: Numbers of women and men participating in water management. Could be indexed for (1) providing labor for community management tasks; (2) attendance at decision making meetings, (3) actively participating/leading decision making in meetings, monitoring, (4) participating in specific natural resource management tasks, and (5) leading the analysis of such data or the environmental management tasks.

IR 3: where possible, bilateral missions' programs and the regional program should share approaches for similar indicators to be gathered so that similar programs might be compared.

V. Key partners and alliances

- World Conservation Union (IUCN). IUCN has actively developed a well-regarded set of analytical tools and practices for incorporating a gender equity perspective in environmental planning covering the processes from proposal writing through process of participation and empowerment and identification of equity indicators.
- Makerere University Department of Gender Studies. In 1998 and 2000, the Makerere Department of Gender Studies and WIDTECH (a USAID/WID-funded project for technical assistance) held two training activities for District Environment Officers (responsible for district wide environment assessments) and Community Development/Gender Officers from selected districts. The training resulted in the development of tools for integrating gender analysis, environmental impact assessment, and the district guidelines for program analysis. Six of the nine districts in the first training made attention to gender explicit in their District Environmental Management Plans and have carried out a number of their intended actions for

ensuring the integration of gender in their District Environmental Management Plans.²³

- African Women Leaders for Agriculture and the Environment (AWLAE). The AWLAE program began in 1989 and continues in 12 countries in Africa with another model in China. The program trains professional women and leaders as advocates for women farmers. The yearlong program involves implementing institutional gender activities and culminates in the formation of a professional advocacy association to sustain the program. The Tanzania African Women Leaders for Agriculture and the Environment, TAWLAE association, is one of the most active in Africa, with strong support and collaboration with the Ministry of Agriculture.
- WILSA
- WILDAF
- Gender Links
- Gender consultants from the region
- UNIFEM - SARO
- Zimbabwe Women's Resource Centre
- SADC – Parliamentary Forum; SADC – Gender Unit; SADC Water Sector
- SARDC
- Government Gender Machineries
- UNDP Regional office and other agencies; WHO; FAO

²³ Gender and Environment Committee. June 2000. Gender and the Environment: Planning For a Better Future. Evaluation and Needs Assessment. Kampala: Makerere Department of Gender Studies.

Integrated Management of Selected River Basins

Gender Mandate References

GENDER RELATIONS WILL AFFECT THE ACHIEVEMENT OF SUSTAINABLE RESULTS
<ul style="list-style-type: none"> • Undertaking gender analysis, also taking into account the effect of HIV/AIDS on community resources in terms of labor and time as part of the initial work with target communities will result in programming that builds on the actual system of differentiated or shared activities, resources and knowledge in each community.
<ul style="list-style-type: none"> • Collection of sex-disaggregated data on who works on and who benefits from livelihood and natural resource management projects will provide useful information for monitoring progress and making changes where appropriate
<ul style="list-style-type: none"> • Including women as equal partners in the development of river basin communities will result in improved knowledge and improved project outcomes with respect to natural resource management and livelihoods.
<ul style="list-style-type: none"> • Introduction of labor saving activities and/or energy sources for both women and men and those affected by HIV/AIDS will result in improved productivity
PROPOSED RESULTS WILL AFFECT THE RELATIVE STATUS OF MEN AND WOMEN
<ul style="list-style-type: none"> • Women should make up at least 30% of any decision making board related to the project. This will result in increasing women's empowerment as well as insuring their views and knowledge are included in community plans.
<ul style="list-style-type: none"> • IF both women and men have ready access to market information, both men's and women's capacity for entering the market and increasing income will be improved.

Table 4: Integrated Management of Selected River Basins SOs And IRs

SO and IRs	Gender issues	Recommended Actions	Indicators
SO: Integrated Management of Selected River Basins	<p>--There are many gender issues that will emerge at the community level. HIV/AIDS has affected all communities in Southern Africa to differing degrees. There is need to develop good baseline data on the situation of HIV/AIDS and how it affects females and males and their prospects of active involvement in management of community assets such as river basins</p> <p>--Gender and HIV/AIDS issues will begin to emerge in an initial community appraisal, but other issues will emerge as the project develops: such as learning the dynamics of community decision-making, and hearing the voices of women as well as men.</p>	<p>--SO partners include among their dedicated staff, people who are gender experts, can do technically oriented gender analysis and can work with communities in helping to ensure that women's voices as well as men's are listened to in developing community enterprises and community water management</p> <p>--Carry out mandatory gender and HIV/AIDS impact assessment/analysis as a baseline study.</p> <p>--Partners should also collect sex-disaggregated data for all people level indicators throughout the project for monitoring purposes.</p>	<p>--Number of gender and HIV/AIDS sensitive rapid rural appraisals conducted.</p>
IR 1: Institutional Capacity Strengthened	<p>--Women and men working directly with communities may or may not have good skills with respect to undertaking gender analysis and working with the dynamics of men and women at the community level.</p> <p>--Men and women may have different preferences for suggested inputs to and expected outputs from communities.</p> <p>--Need to promote involvement of PLWHAs, people affected by the epidemic (especially women), development planners, civil society, the business sector, community leaders, community reps, etc.</p>	<p>--People from institutions working on the River Basins SO, especially those working directly with the community should be trained (level1) and experienced (level 2) in conducting social and gender analysis; working with men and women in communities, and experienced (level 3) using that analysis with communities to implement plans for community enterprises and water management.</p> <p>--Appoint women and men PLWHAs and various groups of affected persons in river basin communities to relevant boards and management structures.★</p> <p>--At least 30% of the members of the boards should be women.★</p>	<p>--Number of individuals associated with the project trained at each level (including past experience)</p> <p>--Number of women and men and women and men infected or affected by HIV/AIDS on various boards and management committees.</p>

IR 1.1: (18 months) Increased use of analytic and management tools	--Gender analysis provides a firm basis for planning, implementation, and monitoring ²⁴ --Demographics of community are unknown; in many rural communities men may be absent most of the year in which case women's activities and time use are particularly important to record. --Inputs regarding how women and men are experiencing HIV/AIDS and how these experiences are limiting or enhancing their opportunities to engage in management processes have not been fully taken on board.	--All community level analyses should use a variety of available participatory tools to insure that gender issues of activities, control of and access to resources, and roles of different groups (women, men, youth, PLWHAs, others) included in the analysis are recorded and reported in a sex/age/condition disaggregated form. --All community level analyses should include a discussion of the power relations of women and men and their relative knowledge about and power vis-à-vis natural resources.	--Number of identified analytic tools used across communities. --N of community level findings that provide data on the makeup of the community disaggregated by sex, by sex of head of household, and by impact of HIV/AIDS by sex and age. --Number of reports that report the shared and different interests of different community groups, e.g. women, men, youth, etc.
IR 1.2 (6 months) Legal/regulatory reform strengthened	--Women often do not have secure tenure with respect to land holding and reform is needed to insure the land holding arrangements that provide them with security and therefore the incentive to invest in the land productively --Many current laws and regulations are not sensitive to HIV/AIDS issues affecting women and men, e.g. stigmatization and exclusion.	--All law/regulatory reform processes should be fully consultative and should employ methods of information gathering that do not exclude the inputs of women and men infected/affected by HIV/AIDS and that fully recognizes women's and men's separate and joint interests in land affect their security and productivity.★ --New laws and regulations should provide both men and women with security with respect to land holdings.★	--Number of issues addressed by the reforms or laws directly affecting the community that are judged to be gender sensitive and recognize the equal rights of both women and men. --Number of HIV/AIDS responsive laws and regulations (should include specific provisions for PLWHAs and people affected by the epidemic)

²⁴ There is a tendency with PRA to get the separate views of women and men and then merge them, sometimes because of a male dominated community vote. Both sets of views should be reported in the document as guidance to further programming.

IR 2. Improved community management of Critical Areas	<p>--Men and women may have different interests and practices with respect to using resources available. CBOs or NGOs working with communities have to be very careful that men's roles don't dominate.</p> <p>--Often women are more careful about conserving environmental resources than are men.</p>	<p>--Men's and women's different uses and knowledge of the natural resources should be part of the initial community PRA</p> <p>--Men's and women's traditional knowledge of water and NRM should be recorded.</p> <p>--Periodic monitoring should ascertain who is using what resources for income generating enterprises and whether they are being managed carefully. See also IR 2.1</p>	<p>--Value of income from environmentally sustainable community enterprises, disaggregated by women's and men's income (collectible through monitoring data, being careful to use tools or approaches that can reliably distinguish between men's, women's, and joint income) (but see issues under IR 2.1).</p> <p>--Hectares under community management. The respective activities of women and men may not make it into the indicator, but they should be recorded in the reports that back up the indicator.</p>
IR 2.1 (18 months) Community enterprises established	<p>--Men often monopolize cash producing enterprises and used unpaid family labor for production. Are women being fully remunerated for their work? Do they have enterprises of their own?</p> <p>--Men and women may both need training in business management skills.</p> <p>--Presence of high rate of HIV/AIDS may constrain women's uptake of business activities.</p>	<p>--Develop programs encouraging participatory and inclusive natural resource management styles that recognize the complementary management strengths of women and men.</p> <p>--For any new enterprise, including new crops or processing, both men and women should have access to training and inputs necessary for this work.</p> <p>--Wherever possible, labor saving technologies and/or new energy sources for some tasks (solar powered batteries, energy efficient cook stoves, etc.) should be introduced.</p> <p>--Men and women have ready access to market information through whatever channels are appropriate for each.</p> <p>--consideration given to community led activities to care for those with HIV/AIDS so that some time is freed up for enterprise development.</p>	<p>--Number of sectors covered by Natural Resource Business Enterprises (NRBE's). The number of enterprises established should be disaggregated as to whether they are principally women's men's, etc.</p> <p>--Numbers of women and men whose business skills and enterprises are strengthened through training.</p> <p>--Number of community run care provision activities targeting HIV/AIDS patients and orphans.</p>

IR 2.2 (6 months) Increased Community Participation in Water Management	<p>--Participation of women and men in water management is likely to be constrained by unequal distribution of social responsibilities, particularly the care of AIDS patients and orphans, which is mainly provided by women.</p> <p>--Participation in water management has two aspects: (i) decision-making about what activities to undertake and (ii) who will do them. The numbers of men and women in the community, the demands on them by enterprises and family care, may affect what they can do and where they can do it.</p>	<p>--Community and community subgroups should be counted as stakeholders.★</p> <p>--Men's and women's traditional roles and knowledge of NRM practices should be taken into consideration in developing community management strategies.</p> <p>--Women, men and youth can be involved in participatory monitoring of resources, e.g. example of school children taking samples of water to be tested once a month.</p> <p>--Develop models for providing home based care that encourage participation of women and men in order to free women's time to engage in community development projects.</p>	<p>--Numbers of women and men participating in environmental management.</p> <p>--Number of men involved in home based care activities.</p>
IR 3: Water Resource Management Services provided to bilateral and non- presence Missions	<p>--Gender issues are likely to be similar, though the specific distribution of responsibilities may differ.</p>	<p>--Bilateral missions should be encouraged to do a sex disaggregated baseline survey and identify the specific gender issues mandated in the ADS.</p>	<p>--Where possible, bilateral missions' programs and the regional program should share approaches for similar indicators to be gathered so that similar programs might be compared.</p>

Part 5: Improved Rural Livelihoods In Southern Africa

Hilary Sims Feldstein

I. Introduction

The RCSA concept paper covering rural livelihoods and agricultural growth and the supporting documents prepared by Aurora, Chemonics, and IFPRI²⁵ all speak to putting emphasis on community based (or smallholder-led) action. The argument is that by setting the right policy environment and committing “necessary resources”, African smallholder agriculture can move ahead.²⁶ The recent loosening of state controls on the production and marketing of foodstuffs is already showing some promise.

The rural livelihoods objective is a commitment to move this process forward through IR-1, Increased Regional Access to Food Staples, IR-2, Increased Trade of Selected High Value Agricultural and Animal Products, and IR-3, Best Practice Models in Rural Economic Infrastructure Disseminated. Increased regional access to food will be achieved through the adoption of policies that facilitate trade in staples and inputs, (IR1.1) and the establishment of a regional agricultural commodity exchange (IR1.2). Increased trade of selected high value agricultural and animal products is shared with the SO on Competitiveness. To achieve these results, entrepreneurial capacity will be strengthened (IR2.1), products will comply with market standards (IR 2.2) and a regional livestock strategy will be implemented (IR2.3). The third requirement for moving agricultural production and trade forward is the development of economic infrastructure which will be accomplished through implementing effective practices for rural road financing and management (IR3.1) and increasing access of ICT applications for rural enterprises (IR3.2).

II. Gender Issues

The Johnson and Hazell and the Mullins paper both make the point that women’s roles and gender issues largely have not been taken into account in past agricultural policies. They argue that for production to improve and particularly for child nutrition to improve, gender biases need to be addressed. The biases are many: lack of secure holdings in land; lack of remuneration or share of income generated from agricultural production of which most has been done by women as unpaid or lowly paid family labor, lack of access to extension and credit, lack of inclusion in agricultural research as innovators and as customers, and lack of timely information on markets and products. In many places, women are predominantly involved in food production, but when food becomes a cash crop, men take it over. A series of IFPRI studies of commercial agriculture demonstrated that the children of female-headed households fared better nutritionally than did those from male-headed households.²⁷ This is supported in Spring’s collection of case studies on women’s commercial agricultural activities.²⁸

²⁵ Aurora Associates 2002, Johnson, M and P. Hazell 2002, and Mullins, D.F. 2002.

²⁶ Johnson and Hazell, p.7.

²⁷ Kennedy and Bouis 1993; Kennedy and Peters 1992.

²⁸ Spring 2000.

The World Bank has concluded in several studies that giving women the same assets as men, including education and access to inputs, increases productivity, as described above. Women's specific roles, resources and constraints, and, in some cases, lack of incentives for agricultural production, have played a role in poor performance.

Box 5-1. Women's productivity

Women are vital to agricultural production for home consumption and for sale. IN many countries, because of HIV/AIDS and seasonal or longer migration of men for other work, women are effectively the heads of household and their work the main source of household sustenance and when possible, cash from sales. Women's productivity has been limited by lack of sure access to land and other inputs. The World Bank has calculated improvements in productivity from better inputs:

Burkina Faso: shifting existing resources between men's and women's plots within the same household could increase output by 10-20%;

Kenya: Giving women farmers the same level of inputs and education as men could increase yields obtained by women by more than 20%;

Tanzania: Reducing time burdens of women would increase household cash incomes for smallholder coffee and banana growers by 10%, labor productivity by 15%, and capital productivity by 44%;

Zambia: if women enjoyed the same overall degree of capital investment in agricultural inputs, including land, as their male counterparts, output could increase by up to 15%;

Macroeconomy: Gender inequality in education and employment is estimated to have reduced SSA's per capital growth during 1960 by 0.8 percentage points per year.

(Udry et al. 1995; Saito et al. 1994; Tibaijuka 1994, cited in C. Mark Blackden and Citra Bhanu. 1999. *Strategic Partnership with Africa, 1998 Status Report on Poverty in Subsaharan Africa, World Bank Tech. Paper No. 428.*)

While, women's opportunities to engage in own account income generating production have generally been limited, women farmers have begun to take on commercial ventures.²⁹ Drawing on the case studies, Spring describes the kinds of roles women take on to take advantage of commercial opportunities: farm owners and enterprise managers, individual or group contract growers/processors, marketers of agricultural products, value added processing, and agricultural wage laborers and supervisors.³⁰

Factors cited that affect women's noncommercial and commercial production are (i) types of enterprises women are engaged in including relative scale, (ii) markets/trade, entrepreneurial activities, business skills, (iii) access to land, (iv) access to technical knowledge and skills, (v) access to inputs (improved seed, agrochemicals and farm machinery) & transport, (vi) access to credit and capital, (vii) cash and income received from commercial endeavors, (viii) effects on household food security, (ix) gender division of labor and control of labor, (x) participation in organizations, union, and networks, (xi) agricultural wage labor costs and opportunities, (xii) effects within the household and changes in household composition, (xiii) gender ideology and

²⁹ Spring 2001

³⁰ Ibid pp 4-5.

economic systems.³¹ The factors she describes are not new in discussing women's roles in agriculture, but here they are discussed in terms of venturing into the commercial world.

Commercial opportunities are opening with the development of a more trade oriented and competitive economy coupled with USAID supported efforts to help rural people maximize these possibilities. Developing programs to support rural livelihoods requires gender analysis with specific attention to the factors suggested by Spring.

The tools for gender analysis in agriculture and natural resource management have been around for twenty years, fine-tuned for particular situations and new insights.³² What have been missing are the broad based ability and the commitment to using these tools, i.e. gathering the data and interpreting the results in collaboration with the community and other relevant actors and planning appropriate programs. Often missing in community rural appraisal efforts are the voices of women themselves, who by tradition may be silent in community gatherings, reluctant to challenge traditional practices for fear of male disapproval or action. But what may be silent can become loud and clear as those lacking public voice either cannot meet the commitments made in their name or silently subvert the planned activities, as shown below.

In planning with communities how to improve their agricultural and livestock production, a rapid rural appraisal that ascertains who actually is in the community is a useful start. The pressures for cash income and the prevalence of HIV/AIDS have shifted community and household dynamics in many parts of Africa. In pursuit of cash, often men leave the community for part or most of a year leaving women to carry out all the production activities with a smaller labor pool. Depending on the husband's spending pattern, a wife may also have to devote some time to directly remunerative work for cash, such as laboring on another's field, in order to pay school fees and buy clothes for children. A recent comprehensive study of gender, land and livelihoods details how this shifting pattern of responsibilities does not necessarily ease women's reliable access to inputs, especially land and labor, but can open up some carefully negotiated space to give women some more autonomy in their decisions about priorities and increased hold on some land.³³

³¹ Ibid. pp. 5-19.

³² Overholt et al 1985; Feldstein and Poats 1989; ECOGEN (Thomas-Slayter et al 1993), MERGE (Rojas 2000), SEAGA (FAO 1999), IFAD 2003; ISNAR 1997, Guijt and Shah 1999, World Conservation Union 1999-2000.

³³ Verma 2002.

Box 5-2: The effect of land tenure on productivity.

Contrasting examples come from two irrigation schemes. In Cameroon, two plots were assigned to men for growing rice as a cash crop. Women were expected to do the cultivation. An investigator found that against project expectations nearly half the fields were poorly cultivated and some not cultivated at all. Production was much lower than anticipated and was not generating the expected internal rate of return. Further investigation found that women's marital obligation was to cultivate one plot of rice (before the irrigation scheme, swamp rice). Both women and men cultivated sorghum, which women used for feeding their children and brewing beer for sale. Rice transplanting conflicted with the planting and first weeding of the sorghum. Though rice was the higher valued crop, women did not control that income and therefore put their efforts into sorghum production rather than their husbands' second plots. Single women who owned their rice plots and those women who were given substantial cash or presents by their husbands gave more attention to the rice fields. (Jones 1986 and Blumberg personal communication.)

In the Dakiri irrigation scheme in Burkina Faso, most plots were awarded to men, but a small number were awarded also to a woman in many households. The study compared households in which only men were plotters with those in which both women and men had plots. The findings were that both labor and land productivity were higher where both women and men had plots. In addition, a female plotter's income increased sharply while her time spent on her husband's plot was the same as before. (Zwarteveen 1996.)

The presence of a high number of HIV/AIDS cases in a village further reduces the labor available for production, first by the reduced energy of the HIV/AIDS victims themselves, and second by the amount of time for caretaking, usually done by female relatives. In these cases, especially for women, seizing economic opportunities may not be easy. Access to labor saving equipment or low cost sources of energy may make the difference in taking on more entrepreneurial agricultural production and marketing. A further setback may be the rapid loss of traditional knowledge of farming practices, many of which may have been conservative of natural resources, with the death of working age adults.³⁴

Engagement with a rural community, in subsequent appraisals or in planning for agricultural improvements, requires thoughtful work. Too frequently, well done appraisals conducted with different interest groups get aggregated in the final report, voiding any understanding of important differences. Ears should be attuned to nuances to catch small openings or demurrals that may indicate opportunities for agricultural enterprises to be pursued, questioned, or modified. RCSA's partners will not have the resources to fine tune every community appraisal or offer of services; the above is a cautionary note not to judge what will work too quickly.

III. Recommended Actions

In order to identify realistic possibilities for agricultural and livestock improvements as market opportunities, a gender sensitive rapid appraisal of a community's actual resources, current

³⁴ McPherson 2003.

production, and needs for assistance should be conducted. This will provide guidance on opportunities and on what specific ‘starter supports’ will be needed to get things moving.

Other actions include

- Identify potential product opportunities for women and men and those affected by HIV/AIDS.★
- Undertake a study of women’s access to land and how that potentially affects women’s opportunities and the project’s expected results, see Annex 2 for a discussion of this possible study.
- Conduct an analysis of access to inputs by women, men, youth taking into account the impact of HIV/AIDS.
- Conduct a market analysis of the feasibility of providing labor saving equipment and/or provision of energy to relieve labor shortages.
- Insure that improved production technologies for women’s crops as well as men’s are investigated and disseminated.
- Use media to educate on preservation of foods, how to use fertilizers, etc.★
- Ensure men and women have equal access to commodity exchanges.
- Conduct studies to see how agro-processing can be scaled up to the level of a tradable good.
- Assess whether high micronutrient produce, such as orange-fleshed sweet potatoes, are marketable as is or in products, such as chapattis, so that food grown has nutritional benefits for the household members and customers.
- Support reestablishment of market centers for agriculture that, like an exposition, provide information on and access to inputs for rural communities.★
- Provide training and mentoring to women and men who are potential entrepreneurs.
- Encourage women to join or establish agricultural trade associations.
- Train men and women producers in SPS standards and provide training at places and times that are convenient for both.
- Improve women’s and men’s access to information on markets and on new technologies for food production and processing by using or providing information channels most likely to reach each audience.
- Train women as well as men on using ICT; make ICT available to women and men.

IV. Suggested gender indicators

SO level: Number of rapid rural appraisals to identify community enterprises conducted:

IR 1: Amount of improved crops grown, disaggregated by sex of the producer; # of improved technologies disseminated to men and women farmers.

IR 1.1: Create an index for the quality of the analysis that specifically addresses the potential and constraints to women’s access to regional trade opportunities.

IR 1.2: # and income from men’s and women’s rural enterprises that pass through the regional agricultural commodity exchange.

IR 2: # and income from high value products traded, disaggregated by sex of owner of each business.

IR 2.1: #/% of rural women and men receiving training to support entrepreneurship; number of women in agricultural trade or business associations.

IR 2.2: # of men and women farmers and business owners trained in SPS and other standards.

IR 3.1: # of women, men, youth contributing to rural road construction and repair.

IR 3.2: # of rural IT centers developed; # of men and women (disaggregated) getting information via IT centers.

V. Key partners and alliances

- African Women Leaders for Agriculture and the Environment (AWLAE)
- Donors working in rural development (Oxfam, Dutch)
- Rural Development Programme (radio) targeting women in rural area
- SADC Business Forum (include agricultural associations)
- Tanzania re agriculture best practice
- Government Ministries (agriculture, media and information)
- Association of Women in Agriculture (Zambia), for examples of best practice
- SARDC, documenting practices
- MISA, documenting practices
- FAO
- Churches

Parts 4 & 5 Annotated Bibliography

Bonate, Liazzat. 1999. Women's Land Rights in Mozambique. (Emory University Women and Land Studies) www.law.emory.edu/WAL

This is one of six studies of women and land in Africa, the only one in Southern Africa. A detailed study was conducted at four sites in Nampula Province, Mozambique, a rural predominantly matrilineal area. Through in depth interviews and focus group discussions, the author developed a quite detailed and nuanced view of women's rights to land, particularly the acquisition, renting, and use of land. There are many locally and couple specific negotiated arrangements. The contradictions and juxtaposition between Mozambique's New Land Law, traditional rights, and actual practices is quite detailed. The context is different from many in Southern Africa in that land is still held principally by kinship groups rather than individuals. As a general rule women have access to and control of fields for household consumption; women usually do not have rights to land for production for sale. Women's rights and access are particularly at risk in the case of divorce or the death of the spouse. In the either case, the woman may be expelled from the lands she has been working on throughout the marriage. The study is useful for demonstrating strength of traditional practices and the kinds of negotiations undertaken by and obstacles faced by women. It also provides a useful template for similar studies.

Spring, Anita, editor. 2000. Women Farmers and Commercial Ventures: Increasing Food Security in Developing Countries. Boulder CO: Lynne Rienner Publishers.

Anita Spring has compiled a set of sixteen case studies that explore women farmers and their commercial activities. Seven cases are from Africa of which none are from Southern Africa. What stands out in reading the African cases is the many ways in which women have found openings in traditional systems to break out of the traditional mode and use agriculture for income rather than only feeding the family. Women have found clever ways to have effective control of land for cash making activities. In some cases, women's opportunities, such as in contracted production, have come because men have been away in cities seeking other forms of employment. Spring states there are a number of positive outcomes from engaging in commercial production including the increased income for household production, education and medical care for children and themselves, greater access to capital and resources for increasing and improving commercial production, and increased knowledge. One draws from these cases the tremendous potential for women's empowerment, but also that many of the successful farmers discussed here were already highly entrepreneurial and able to see and quickly act on economic opportunities. The cases also illustrate the many different possibilities for income-generating activities—new crops, processing, trading, and as contract labor.

Guijt, I. and M. K. Shah. 1998. The Myth of Community: Gender Issues in Participatory Development. London: Intermediate Technology Publications.

Guijt and Shaw put together this volume to address directly the tension and often contradiction between "community participation" and attention to gender. Before community participation,

inquiries about the activities, resources, and norms of a community were secured principally through key informant interviews and surveys (often interviewing only men; only later asking questions of women in households. This mode of collecting and analyzing information with a gender perspective could result in a clear statement of gender roles. In the move to community participation, information was affected greatly by community norms of participating in the public arena. Often women would not articulate their views in joint discussions; the movement to separate discussions did provide more information to everyone on women's work and women's preferences, but the decisions about community priorities were still set in the public forum dominated by men. What Guijt and Shaw have collected are a number of stories of how a participatory approach has been effectively used to learn from both women and men and for them to learn more from each other. One outstanding example, from Zambia, discusses how an approach of the Extension Service to include both husband and wife in discussions about crops shifted the extension service itself to learn more about gender relations. Asking both husbands and wives to attend extension discussions together led to active exercises in role playing, men and women learning about each other's preferences in a more public, less threatening way, and defusing 'gender' into an understanding of how learning about both men's and women's work and preferences and difficulties helped all, and the couples themselves to gain more sympathetic understanding of each other (Frischmuth, Ch18). There are several other examples of how men's eyes have finally been opened to a realistic appraisal of what women really do. The book is excellent for demonstrating how gender can be defused and how gender related insights can provide a healthier more realistic planning process than is often conducted. The examples in the chapters also provide a number of interesting techniques for conducting a participatory assessment that includes gender.

WLSA. 2001. A Critical Analysis of Women's Access to Land in the WLSA countries (Botswana, Lesotho, Malawi, Mozambique, Swaziland, Zambia, and Zimbabwe). Harare: Women and Law in Southern Africa Research Trust (WLSA).

This study is well written, summing up the historical background of land holding in these seven countries; the current state of land holding with respect to democratization theory, prevailing land tenure regimes; an agenda for reform; and conclusions and recommendations. The findings are that there have been no concrete inroads on prevailing norms of men holding land, based largely on customary law and traditional attitudes of both men and women. The paper calls for law reform to "curb gender discrimination" and the constitutional "principal of equality between the two sexes". The availability of credit and the need for persistence in advocacy are cited as essential to move forward in helping women get equal rights to land.

Rural Livelihoods

Gender Mandate References

GENDER RELATIONS WILL AFFECT THE ACHIEVEMENT OF SUSTAINABLE RESULTS
<ul style="list-style-type: none"> • A rapid rural appraisal that pays attention to women's and men's activities, constraints, and resources will result in more accurate planning for introducing or community enterprises.
<ul style="list-style-type: none"> • Insuring women's as well as men's access to portable inputs will lead to an increase in overall production.
<ul style="list-style-type: none"> • Women's improved access to land through joint ownership or other means will result in improved production.
<ul style="list-style-type: none"> • Providing training and mentoring to women and men entrepreneurs will increase the likelihood of their success in developing successful enterprises.
PROPOSED RESULTS WILL AFFECT THE RELATIVE STATUS OF MEN AND WOMEN
<ul style="list-style-type: none"> • Women's equal treatment in the development of their livelihood strategies and in training and economic capacity building will provide a basis for further economic and political empowerment.
<ul style="list-style-type: none"> • Women's access to market information may need to be by channels different from those of men, but providing channels to women as well as men, will lead to women's improved success as entrepreneurs.

Table 5: Improved Rural Livelihoods In Southern Africa

SO and IRs	Gender issues	Recommended Actions	Indicators
SO: Improved Rural Livelihoods in Southern Africa	<p>--Food production in rural areas depends to a large extent on women. The pressure on women's time to provide care for AIDS patients reduces their time for food production resulting less production and increased food insecurity at the household level. Other income generation activities are also affected. As a result many women are getting poorer due to the HIV/AIDS epidemic.</p> <p>--What is the population make up in rural areas? I.e. out migration of particular groups by age or sex; level of HIV/AIDS and associated care requirements; what are other impediments to uptake of economic opportunities by men or women?</p> <p>--Has the HIV/AIDS epidemic reduced the overall availability of labor for crop production because of the diminished energy of those living with HIV/AIDS and the increased time demands of care-giving for those with HIV/AIDS.</p>	<p>--Conduct a rapid rural appraisal to better understand the possibilities and the constraints for women, for men, for communities to increase or improve agricultural production or other enterprises.</p>	<p>--# gender sensitive rapid rural appraisals conducted to identify promising community enterprises developed.</p>
IR 1: Increased Regional Access to Food Staples	<p>--People level access to food staples will depend on (i) what they grow for home consumption and (ii) income from production and other enterprises that can be used to purchase food staples as well as (iii) infrastructure that delivers food in a timely manner. Men's and women's production and access may differ.</p>	<p>--Assessing regional access to food should include checks at a sample of villages to see if the increase and exchange of food staples at the regional levels is manifest at the local level.</p>	<p>--N of villages where a high proportion of households have improved access to food staples through (i) trade or (ii) home production.</p>

IR 1.1: Policies adopted that facilitate regional trade in food staples and inputs	<p>--In many places, women are the predominant food producers, though when food becomes a cash crop, men take it over or take over the proceeds.</p> <p>--Women may not be able to participate in cash crop opportunities because they do not have control of or good access to land.</p> <p>--Women sometimes have limited access to (portable) inputs because of size constraints, lack of land ownership, or lack of membership in input supply network, e.g. a cooperative.</p> <p>--Women's access to new economic opportunities may be limited by time constraints.</p>	<p>--Include in policy analysis for facilitating input supply an analysis of access to inputs by women, men, and youth taking into account the impact of HIV/AIDS.</p> <p>--Conduct a market analysis of the feasibility of providing labor saving equipment and/or provision of energy to relieve labor and time burdens in the rural sector for women and those living with HIV/AIDS in order to improve their uptake of new opportunities.</p>	<p>--Create an index as an indicator for the quality of the analysis that specifically addresses the potential and constraints to women's access to regional trade opportunities.</p>
IR 1.2 Regional agricultural commodity exchange established		<p>--Women and men have equal access to the exchange based on whatever entry rules are established.</p> <p>--Support the reestablishment of market centers for agriculture (such as Namboard in Zambia) to provide information on new inputs and products to small holders.³⁵</p>	<p>--# and/or income from men's and women's rural enterprises (sex disaggregated) that pass through the commodity exchange.</p>
IR 2.1 Entrepreneurial capacity strengthened (Note: This IR is "shared" with Competitiveness SO)		<p>--Provide training and mentoring to women and men who are potential entrepreneurs including sources of information on markets and market standards for products</p> <p>--Provide training at times and in places convenient to both women and men and those living with HIV/AIDS.</p> <p>--Encourage women to join or to establish agricultural trade associations</p>	<p>--#/% of women and men farmers receiving training to support entrepreneurship (sex-disaggregated reporting).</p> <p>--# of women in agricultural trade/business associations</p> <p>N. of labor saving technologies being used in program areas.</p>

³⁵ One of the top three priorities for this SO from the gender focus group meeting.

IR 2.2 Products comply with market standards	--Men and women in rural areas may not be familiar with the phyto-sanitary standards required.	--Training in SPS standards and means of achieving them is provided to both women and men farmers at times and places that are convenient for both. --Develop and make widely available labor saving technologies that take into account the particular needs and capacities of women.	--# of men and women farmers trained in SPS and other standards.
IR 2.3 Regional livestock development strategy implemented			
IR 3.1: Effective practices for rural road financing and management implemented	--Cheaper provision of infrastructure, such as community built and maintained roads, are another labor demand which may be difficult for women who are FHH or who are taking care of those with HIV/AIDS will not be able to contribute to.	--Insure that demand for provision of infrastructure service by the community, e.g. road building, are designed after assessing the current labor demands on women and men as well as their preferences as to where the roads would be most useful.	--#of women, men, youth contributing to rural road construction and repair.
IR 3.2: Increased access of ICT applications for rural enterprises	--Women and men may have different channels for receiving information. --Women's access to IT centers may be constrained by location and the hours of operation.	--Improve women's and men's access to information on markets and on new technologies for food production and processing by using or providing information channels most likely to reach different audiences. --Insure that IT centers are constructed in places where women can use them and are open during times convenient to them.	--# of rural IT centers developed. --# of men and women getting information via IT centers and other channels.

Part 6: Maximized Value of RCSA Services and Programs to Improve the Lives of Southern Africans

Hilary Sims Feldstein

I. Introduction

The Regional Services Program Strategic Objective is a program support objective for RCSA's regional programs and for the services RCSA supplies to bilateral programs. RCSA intends that this SO and its IRs will be a site for continuous planning, analysis, and learning and a source of organizational innovation. An important element is "knowledge management" that includes accountability for achieving results; i.e. increased performance management and reporting, and within performance management, more monitoring and evaluation of regular services with clients. Another key element is "knowledge sharing and collaboration", between RCSA Strategic Objectives and the SOs and programs of the bilateral Missions.

Because of the strengthened service function, RCSA expects it will increase its capacity to achieve results through leveraging resources, strengthening partner capacity, improving employee performance and increasing service to systems. Among the services it provides are programmatic and technical guidance to missions, acquisition of services and contracting, financial management services for some missions, and legal services. Responsibility is placed in two offices: (a) Planning that will have responsibility for cross cutting themes (gender, HIV/AIDS, conflict resolution, corruption, and Partnerships and alliances), and (b) Implementation, including information gathering and sharing and research of benefit to a number of partners will be implemented.

Four Intermediate Results support the Strategic Objective, Maximized Value of RCSA Services and Programs to Improve the Lives of Southern Africans.

IR1: More Responsive and Effective Planning through

IR1.1. Increased integration with Bilateral Programs and

IR1.2. Improved monitoring of Regional trends.

IR2: Improved Accountability for Achieving Results is a key area for addressing gender.

It is supported by

IR2.1. Improved Governance of Programs and Services;

IR2.2. Improved performance and accountability reporting;

IR2.3. Improved Performance Management Systems; and

IR2.3. 1 Improved Financial Performance.

IR3: Improved Knowledge Sharing and Collaboration will help to spread good practice.

It is supported by

IR3.1. Strengthened Relationships to Leverage Regional Institutional Knowledge;

IR3.2. Increased Use of Web-based Knowledge Tools, and

IR3.3 Improved Management of Organizational Knowledge.

IR4: Improved Capacity to Achieve Results is supported by

IR4.1. Increased Leveraging of Resources through Strengthened Networks, Associations, and Partnerships;

IR4.2. Strengthened Partner Capacity as well as

IR4.3. Improved Employee Performance. In turn this is supported by Improved Employee Skills in Key Areas (IR4.3.1), Improved Employee Friendly Environment (IR4.3.2) and Improved Management of Employee Performance (IR4.3.3).

IR4.4. Improved Service and System Offerings is supported by Improved Processes, Systems & Management of Services (IR4.1.1), Improved Understanding of Customer Needs (IR4.4.2), and Improved Effectiveness of Services Provisions for Programs (IR4.4.3).

II. Gender Issues

Because of its objectives of knowledge sharing, accountability, and capacity building, this support objective provides considerable potential for encouraging and facilitating the mainstreaming of gender issues in RCSA programming. The RCSA Services Working Group specifically requested that we develop charts for each SO showing how gender crosscuts the SOs and IRs, something that is presented in this report under each SO.

Gender as a Cross-cutting Theme and Source of Synergy

There is also interest in synergy and how the cross cutting themes work with that. For example, Integrated Management of Selected River Basins, Rural Livelihoods, and A More Competitive Southern African Economy have common ground in the successful development of community-based enterprises. River Basins is based on communities upstream and along the course of the rivers having income-producing community enterprises that make use of the environment in ways that provide incentives to conserve it rather than destroying it. Rural livelihoods are also based on community and individual enterprises that will provide income for sustaining rural households. Incomes will be generated if the region is successful in building a more competitive economy in Southern Africa that fosters markets at every level and trade among them.

Essential to the successful work of these three SOs is recognition of and a programming response to gender and HIV/AIDS issues. Where gender issues have been part of the early information gathering and planning, they can guide programs so that women and men and their families become more empowered as part of their participation in the economy and its decisions.

- Undertaking participatory gender and social analysis of the communities or groups of people affected by the specific SOs and using that analysis for planning, implementation, monitoring, and evaluation.
- Paying particular attention to access and control of the factors of production: particularly land, credit, inputs and/or equipment, information for production and marketing, and access to markets. In most rural production, land is critical.
- Inclusion of women to at least 30% membership on all decision-making boards.

Land

Because access to land is so critical to economic activity, especially in rural areas, and is an issue common to all four SOs, RCSA might consider undertaking a special study on women's landholding and land rights and the affect of different degrees of security on

productivity and income generation as well as women's rights and economic empowerment. See Annex 2.

Gender and Organizational Change

The question now with respect to gender in USAID programming is no longer: WHY? It has moved from why to HOW? RCSA is in a pivotal position to ensure gender is in place in planning, implementation, monitoring, and evaluation.

The recognition of gender issues in USAID and other donor agency and NGO conceptualization of development began in the late 1970s. Over time, donor agencies and NGOs have recognized there is a continuing need for capacity building in the technical and democratic aspects of addressing gender in technical areas, also a USAID mandate. Capacity building includes training, practice, on going monitoring and mentoring, and opportunities for continued strengthening of the practice and insights. Mandatory attention to gender and HIV/AIDS at every workshop will reinforce the capacity building. All of these fall within the Services SO responsibility for building capacity and improving accountability.

Since the 1980s there has been increasing recognition that capacity building for gender programming is more effective and more likely to occur if organizations understand better and contend with the gendered aspects of their own organizational structure and behavior.³⁶ Interaction, an umbrella for USAID based NGOs, has for six years run a Gender Audit program that helps member organizations analyze and work to repair programming and procedures that affect the work done by the organization and the institutional culture of the organization. The Gender Audit process begins with a questionnaire answered by all or a sample of staff. The findings of the audit are fed back to staff as the basis for discussion about how to develop a workable and useful Gender Action Plan covering both programming and organizational issues. The self-administered Gender Audit was used successfully by USAID/Rwanda to jumpstart attention to both organizational and program gender issues.³⁷

III. Recommended Actions

There are several key areas where RCSA can advance the use of gender analysis as a way to get a fuller understanding of the current and future objectives: specifically,

- (1) how will gender relations affect the achievement of results; and
- (2) how will proposed results affect the relative status of men and women?

Gender Management systems and a Gender specialist★³

³⁶Beginning in 1992, the Consultative Group for International Agricultural Research undertook a program that included both those elements. BRAC, one of the worlds largest NGOs has also taken the combined approach. (Rao, Stuart, and Kelleher: 1999)

³⁷ Ed Lijewski, personal communication, memo from the Rwanda Mission. The Mission stated that "the audit was very helpful. One thing we did find in using it was the different perspectives of those who know USAID globally and those who only work in Rwanda...FSN responses/perspectives have been markedly different from US staff-so it turned out to be a good team building exercise also."

First and foremost RCSA should establish gender management systems within the mission. This was a priority of the gender focus group that met with USAID on May 27, 2003. The Mission currently plans to put in place a gender specialist who will play an oversight role in terms of gender mainstreaming in all the mission's work. The danger is that with ever-present tight resources, the gender specialist will be tasked with other responsibilities. Having a WID or Gender specialist has a long history in USAID missions. In many missions WID officers were appointed and frequently were young FSNs who had difficulty getting serious attention from the senior USAID staff. They were tasked with attending WID events and not seriously involved with non-WID programming. This has changed. RCSA, like many Mission, has a Gender Working Group with representatives of all SO working groups. This structure usually results in stronger attention to and understanding of how gender interacts with programming than with a Gender Specialist working alone. In developing a staff position for a gender specialist, RCSA should not let go of the gender responsibilities in the working group. For the Gender Specialist, RCSA should recruit and hire someone already credentialed as a gender expert from the region, someone who will listen to the issues related to program requirements and resources, but also someone to whom the program specialists and partners will listen. Tasks of the Gender Specialist will be to:

- Know what technical gender expertise is available in the region and bring that expertise to bear with specific Mission SOs;
- Review with the SO teams their implementation, monitoring, and evaluation plans for their gender elements;
- Work with Mission and SO teams to identify gender trainers with appropriate technical specialties to provide training to Mission staff and its partners;
- Organize and identify resources for conducting gender related studies that cut across the Strategic Objectives (see Annex 3);
- Review the website for items of interest to the different SOs.

Conduct a Gender Audit.

RCSA could examine the gender audit questionnaire and process and consider whether this would be an effective strategy for improving gender mainstreaming in RCSA and the region.³⁸ This could be done under IR1, More Responsive and Effective Planning; IR3, Improved Knowledge Sharing and Collaboration, and IR4.3.1, Improved Employee Skills in Key Areas.

The responsibility and opportunity for mainstreaming gender into RCSA can be found in a number of the intermediate results of this SO.

IR 1: More Responsive and Effective Planning

- Some combination of gender analysis data gathering tools (participatory rural appraisal, surveys, focus groups) should be undertaken for any projects with people level results. The data should be analyzed to ascertain where knowledge of men's and women's roles, resources, etc. needs to be taken into account in implementing the project. Road building, provision of electricity, trade policies

³⁸ A copy of the Gender Audit was left with Keiboitse Machangana.

- all have, in the end, people level results. Such a study provides information essential to careful planning and establishes a baseline for subsequent monitoring and evaluation.
- Insights from the baseline study may be enhanced by further studies as the project progresses.
 - The findings should also be the focus of feedback to relevant community and/or/with gender experts.

IR1.2: Improved Monitoring Of Regional Trends

- Baseline information in each program can be used for comparing the past situation with the current. With some advanced planning, such information can be compared across projects, such as the enterprises and livelihoods being developed in both Rural Livelihoods and Integrated River Basin Management.
- Gender focus group meetings of regional experts—broad or topic specific—can provide information on what is happening throughout the region. Such a meeting should be held at least once a year around a topic of interest to RCSA and the bilateral Missions. Smaller meetings might be held around technical specialties (e.g. trade, community based PRA, etc.). Southern Africa has a large number of gender experts. A focus group meeting held as part of the preparation for this paper, provided useful insights into what was and was not working in the region, or in particular countries.

IR2: Improved Accountability for Achieving Results

IR2.2: Improved Performance and Accountability Reporting

- For the purposes of later comparison, the availability of a baseline prepared on the basis of gender and social analysis will help shape the kinds of information needed for monitoring, evaluation and indicators, as well as shaping the program itself more realistically.
- The performance of the programs, partners, and people responsible for specific objectives or intermediate results will be improved by being held responsible for measurable people level effects reported in a sex-disaggregated manner.

IR3: Improved knowledge sharing and collaboration

- The initiative of the Gender focus group meeting held during the Strategic Planning period should be followed up with regular meetings of gender experts, either in technically specific groups associated with a particular SO or IR or more broadly, for ascertaining trends in the region. This overlaps with IR 1.2.
- Gender experts on organizational development could be of assistance to RCSA and its partners to help understand and work with the institutional dynamics affected by an emphasis on gender-based programming³⁹. This area overlaps with IR4.3.2, Improved Employee Friendly Environment.
- Every workshop supported by the RCSA should be mandated to include a discussion of gender and HIV/AIDS. Discussing gender is mandatory; HIV/AIDS is important for the region.

IR3.2: Increased use of Web-based tools

- The web is one of the best and easiest to obtain sources of information with respect to gender issues. This includes studies of particular issues, 'meeting places' for groups focused on a particular topic (e.g. Energia on gender and energy), and for tool kits for undertaking gender assessments, especially in specific technical areas. The gender specialist should familiarize him/herself with these sites and send particularly relevant documents to RCSA staff (or specific working groups) and partners.

IR4: Improved capacity to achieve results

IR4.1 and IR4.1.1 Increased leveraging of resources and strengthened networks associations and partnerships

- Maintain relationships with gender experts and institutions in the region. Draw them into assignments for monitoring and evaluation as well as brainstorming about programs.
- Develop a sourcing plan for local and regional consultants similar to the "basic ordering agreements" used by REDSO. Such a plan could provide RCSA and bilateral missions with more efficient access to regionally available gender experts.

IR4.2 Strengthened partner capacity

- Provide technically focused training in gender and social analysis, including the issues related to HIV/AIDS. At a minimum, an early meeting of partners for a specific SO or program should include a daylong workshop exploring how gender and HIV/AIDS issues will be incorporated into their programming.
- Make mandatory for every workshop held by RCSA that there is a discussion of gender and HIV/AIDS and how they affect and are affected by the issues being presented. Gender is mandatory and HIV/AIDS is important for the region.
- Add semi-annual visits to projects by the mission Gender Expert and, where possible, those who provided the training and planning for the project.
- Add annual or biannual refresher and upgrade courses on different aspects of gender such as gender and trade, gender and organizational development, effective approaches for gender advocacy.
- Record these meetings and make them available on the Mission's website.
- Gender specialist should follow the many good gender and development-focused websites and select the best pieces for forwarding to partners.

VI. Suggested gender indicators

IR1: Number of planning documents and reports of the startup of an activity that include an analysis of gender issues and how they apply to the expected program of activities

IR1.1: Number of bilateral programs that RCSA works with that have satisfactorily addressed gender issues. This could perhaps be made into an index.

IR1.2: Number of times each program supported by RCSA has drawn upon regional gender expertise.

IR2.2: Number of RCSA supported programs that report meaningful sex-disaggregated people level outcomes.

IR2.3: Number of indicators that track how attention to gender enhanced results and how results have contributed to a change in the relative status of women and men.

IR3: Number of website, other media, and meetings in which RCSA participates that directly discuss how gender and HIV/AIDS issues are being addressed by RCSA-supported or other programs.

--number of internal staff meetings related to program planning and implementation where gender and HIV/AIDS issues are discussed.

IR3.2: Number of web documents with useful gender information sent by RCSA to relevant RCSA and Bilateral Mission staff, and to its partners.

IR3.3: Number of meetings or other venues where working groups or partners report on their work where their work with gender and HIV/AIDS issues is candidly discussed.

IR4: Number of staff who get a high rating in understanding and applying knowledge to gender issues (could construct an index for this or make it part of a more comprehensive staff rating index).

--Percentage of total or specific program budgets that directly addresses gender issues.

IR4.2: Partners ability to carry out gender sensitive programming. An index would have to be developed that captured different responsibilities for gender programming, i.e. those working directly with communities, boards, senior staff, etc.

IR4.4.2: Create an index for increased employee understanding of gender related aspects of programming and monitoring.

Part 6 Annotated Bibliography

Rao, Aruna, Rieky Stuart and David Kelleher. 1999. Gender at Work: Organizational Change for Equality. Hartford CT: Kumarian Press.

The authors of the book began working together in 1994 to work with BRAD in improving gender sensitive programming as well as addressing its organizational culture. The book is a compilation of five case studies that examine how organizations have undertaken the work of organizational analysis and a discussion of the insights gained from these experiences. The book starts with chapters on their concept of and the origins of the deep structure of organizations that affects organizational behavior and on strategies for organizational change. It is followed by five case studies: BRAC; CIMMYT, one of the International Agricultural Research Centers; The Body Shop; the National Land Committee of South Africa; and a large urban housing development. Though the cases are of quite different organizations, the insights gained from the work confirms the link between internal and external behavior and provides guidance for looking at how to make organizations work better for gender equality in how they operate both inside and outside.

Morris, Patricia T. with Suzanne Kindervatter and Amy Woods. 2003. The Gender Audit: Questionnaire Handbook. Washington DC: Interaction.

The Gender Audit Handbook provides an overview of the Gender Audit Process. It emphasizes that the audit questionnaire is an early step in a much longer process of organizational self-assessment. The process for organizational self-assessment is very participatory; the gender audit provides the organization with a mirror of its own thinking about how the organization functions with respect to gender. The handbook provides clear guidelines on how to prepare for the gender audit process, how to administer and analyze the questionnaire, how to present the results and use the results in action planning. The process is very well thought out and has been used with 20 Interaction member organizations. It is a useful tool for guiding any organization's self-assessment.

Services

Gender Mandate References

GENDER RELATIONS WILL AFFECT THE ACHIEVEMENT OF SUSTAINABLE RESULTS
<ul style="list-style-type: none"> Recruiting a FT Gender Specialist will assist the Mission in appropriately mainstreaming attention to gender issues in its programs.
<ul style="list-style-type: none"> Establishing a Gender Working Group representing each SO, will increase Mission attention to how mainstreaming gender into programs will improve results.
<ul style="list-style-type: none"> Developing a sourcing plan such as the “basic ordering agreements” used by REDSO will make gender expertise more available for technical inputs into programs and activities.
<ul style="list-style-type: none"> Providing periodic gender training as USAID staff rotates will build on-going capacity for mainstreaming gender.
<ul style="list-style-type: none"> Sex-disaggregation of people-level indicators will result in more responsive and effective planning.
<ul style="list-style-type: none"> Meeting with regional gender experts will help in identifying where addressing gender will improve results.
<ul style="list-style-type: none"> Conducting a gender audit will strengthen staff and the mission’s understanding of gender and organizational change.
PROPOSED RESULTS WILL AFFECT THE RELATIVE STATUS OF MEN AND WOMEN
<ul style="list-style-type: none"> Meeting with regional gender experts will help in identifying where attention to gender disparities will improve the relative status of women vis-à-vis men.
<ul style="list-style-type: none"> Through monitoring, assuring that women are represented in at least 30% of the various decision-making bodies of RCSA programs will enhance women’s positions as decision-makers and leaders.

**Table 6: Maximized Value of RCSA Services and Programs
To Improve the Lives of Southern Africans**

SO and IRs	Gender issues	Recommended Actions	Possible Indicators
SO: Maximized Value of RCSA Services and Programs to Improve the Lives of Southern Africans	--Addressing gender issues in all of RCSA's programming, evaluation, and knowledge sharing will provide a positive impetus forward in learning from and spreading good practice in the region.	--See IRs below.	
IR1: More responsive and effective planning	--In every Strategic Objective being developed by RCSA, there are clear gender issues. Per USAID mandate, understanding gender relations and the roles of men, women, and youth as well as those infected by and affected by HIV/AIDS is a critical first step towards responsible programming.	--RCSA should require that an initial step in starting up a new project or new phase of an existing project be undertaking gender analysis in the communities and institutions involved.	--Number of planning documents and reports of the start up of an activity that include an analysis of the gender issues and how they apply to the expected program of activities.
IR1.1: Increased integration with Bilateral Programs	--Gender issues may not be evenly addressed by the bilateral programs.	--RCSA should assess how well gender issues are being analyzed and addressed in bilateral programs. Where such analysis is weak, new efforts should be supported.	--Number of bilateral programs that RCSA works with that have satisfactorily addressed gender issues. This could perhaps be made into an index.
IR1.2 Improved monitoring of Regional Trends	--Southern Africa has a strong record of activities and experts engaged in improving women's position economically and democratically. The regions gender experts can provide a useful service to RCSA in assessing its program and in putting it in touch with relevant partners.	--At key points in the program activities supported by RCSA, gender experts are brought in to provide assistance in planning, implementation, monitoring, and evaluation. --At least once a year, a gender focus group meeting will be convened to discuss a key aspect of RCSA plans and programs --Support research that addresses specific gender issues, such as the effect of women elected officials on the body of which they are a member, or the take-up and effects of	--Number of times each program supported by RCSA has drawn upon regional gender expertise.

		increased economic opportunities for women.	
IR2: Improved Accountability for Achieving Results	--Some programs are uninformed about the gender issues that may impede or advance their program. --Women's issues may not be visible or may not be addressed by RCSA supported programs.	--RCSA should take action to insure that gender issues are addressed and their effects monitored in each of their programs. See IR2.2.	
IR2.2 Improved performance and accountability reporting	--Some programs are uninformed about the gender issues that may impede or advance their program. --Women's issues may not be visible or may not be addressed by RCSA supported programs.	--For each new program or a program's new phase, a gender analysis study should be undertaken to provide a basis for gender – sensitive program. --The baseline should become the source of comparison for monitoring and reporting gender-related outcomes. --Programs supported by RCSA should be put on notice that they will be held responsible for measurable sex-disaggregated people level results.	--Number of RCSA supported programs that report meaningful sex-disaggregated people level outcomes.
IR2.3 Improved performance management systems	--Of value for reporting purposes is information on how attention to gender has improved results and how results change the relative status of women and men.	--For each program try to construct indicators that follow both these tracks: effectiveness and equity.	--Number of indicators that track how attention to gender enhanced results and how results have contributed to a change in the relative status of women and men.
IR3: Improved Knowledge Sharing and Collaboration.	--RCSA's improved gender related performance and the continuing efforts of the many other actors addressing gender issues in the region will develop new insights and improving expertise in what works and what doesn't with respect to gender sensitive programming and actions. --There are a large number of regional gender experts and organizations in a variety of technical fields.	--RCSA should make sure that its achievements with respect to addressing gender issues in its supported programs are quickly made available via its website and other media and at appropriate meetings in Southern Africa. --RCSA should periodically host a Learning Workshop with its partners. Action with respect to gender sensitive programming should be included among the issues to be discussed.	--Number of website, other media, and meetings in which RCSA participates that directly discuss how gender issues are being addressed by RCSA-supported or other programs. --Number of internal staff meetings related to program planning and implementation where gender and HIV/AIDS issues are discussed.

IR3.1: Strengthened relationships to leverage Regional Institutional Knowledge	--Gender issues are a visible issue with SADC and other regional actors.	--RCSA should take opportunities to work with regional partners to discuss how women's position and more broadly gender issues are being addressed. --Annual meeting of gender experts sponsored by RCSA.	
IR3.2: Increased use of Web-based tools.	--Much valuable research, research and planning tools on gender issues are available on the web. --The web is also a valuable outlet for findings from RCSA evaluations, meetings, and other means of learning how gender issues are being addressed.	--The RCSA gender specialist should become familiar with all the major gender related websites, periodically review them, and send key documents to the programs and partners related to the particular issue.	--Number of web documents with useful gender information sent by RCSA to relevant RCSA and Bilateral Mission staff and to its partners.
IR3.3 Improved Management of Organizational Knowledge	--One aspect of organizational knowledge is what is learned by its own programs, successes and failures.	--Programs should periodically report on how addressing gender issues has worked or not worked and steps that might be taken to strengthen the work.	--Number of meetings or other venues where working groups or partners report on their work and where their work with gender issues is candidly discussed.
IR4: Improved capacity to achieve results	--A missing element for those addressing gender issues—including RCSA staff and many of its partners—is lack of understanding and ability to use technically oriented gender analysis in planning, implementation, and evaluation. --Addressing gender issues is sometimes handicapped by the reluctance of mission or partner management to spend funds on gender related analysis or research.	--All mission staff should demonstrate ability and be held accountable to understand and address gender issues or should be required to attend a workshop or training to improve those skills. --Continued liaison with regional gender experts will improve capacity of Mission personnel. --The requirement for addressing gender and HIV/AIDS issues in program oriented staff meetings will enhance staff's capacity to understand and work with gender issues. --Develop a sourcing plan for easier contracting with local and regional consultants.	--Number of staff who receive a high rating in understanding and applying knowledge to gender issues (could construct an index for this). --% Of total or specific program budgets that directly addresses gender issues.

IR4.1: Increased Leveraging of Resources	--Focused attention to gender issues in the region, may ease co-sponsorship or shared resources with SADC, regional networks or other donors.		
IR4.1.1: Strengthened Networks, Associations, and partnerships	<p>--The gender focus group that met in May 03 was very pleased to be brought together and learn more about USAID and to share their knowledge.</p> <p>--USAID needs to know what else is being done in the region to address gender issues and disparities.</p>	<p>--As suggested for IR1.2, a regional gender focus group meeting should be held at least once per year. HIV/AIDS should be one of the topics addressed.</p> <p>--Where possible, regional gender experts should be called upon to provide services to specific projects and/or research.</p> <p>--The gender specialist should use USAID's web site to provide networking of information and resources with others in the region; or this should be supported outside of USAID itself.</p> <p>--As programs are developed or as part of their review, specific research should be supported on those topics. For example, gender and trade; the effects of women elected officials.</p>	
IR4.2: Strengthened partner capacity	-- Partners who are knowledgeable about gender issues, especially in their specific technical area, and who share USAID's aims in this regard will improve the accomplishment of strategic objectives.	<p>--Preference should be given to supporting partners who demonstrate in their proposals a deep understanding of gender issues and how they are likely to be important in their technical area. (this is the gender mandate in the ADS).</p> <p>--Partners whose understanding is limited should provide an in-depth technically oriented workshop for themselves and those working with them. This should take place before the kind of gender analysis suggested in IR1.1.</p> <p>--USAID gender specialist should regularly supply relevant documents on specific gender issues to USAID partners.</p>	--Partners ability to carry out gender sensitive programming. This might be an index applied to each partner indexed for the level of staff supporting gender programming.

IR4.3: Improved employee performance			
IR4.3.1: Improved employee skills in key areas	<p>--Many USAID program officers may not be conversant with gender issues and tools relevant to their technical specialty.</p> <p>--Some USAID missions have found it useful for improving internal practice with respect to gender issues to conduct a Gender Audit⁴⁰ and begin a program for making the internal processes of the mission more gender sensitive.</p>	<p>--Consider undertaking a Gender Audit. This may be self administered with the right tools or assistance can be provided by someone trained in its use.</p>	
IR4.4.2: Improved understanding of customer needs	<p>--The requirement for understanding customer needs relates directly to the need to understand the constraints, roles, benefits etc of men, women, and youth and other important social groups.</p>	<p>--Undertaking a number of the suggestions under other IRs, e.g. gender analysis surveys undertaken early in program activities, use of this information in programming, maintaining contacts with regional and other gender experts, capacity building for Mission partners and staff, all would contribute to achieving this objective.</p>	<p>--Create an index for increased employee understanding of gender related aspects of programming and monitoring.</p>

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3. If We Organize It We Can Do it: Project Planning with a Gender Perspective
4. Taking the Pulse of Gender: Gender-sensitive Systems for Monitoring and Evaluation
5. In Unity There is Power: Processes of Participation and Empowerment
6. Eyes that See...Hearts that Feel: Equity Indicators
7. Practicing What We Preach: Toward Administration and Management with Equity
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TASK ORDER 2.3

USAID-RCSA FOCUS GROUPS 2003

**GENDER AND DEVELOPMENT
IN SOUTHERN AFRICA**

Southern Africa Global Competitiveness Hub

Gaborone Botswana

27 May 2003

**GENDER FOCUS
GROUP MEETING**

On May 27, 2003, USAID/RCSA hosted a gender focus group to provide their input and assessment of RCSA's proposed strategy. Gender experts came from Botswana, Namibia, South Africa, Zambia, SADC Parliamentary Forum, and the SADC Secretariat. Six USAID/RCSA staff also participated. Valencia Mogege and Hilary Sims Feldstein, members of the DEVTECH gender assessment team, facilitated the focus group meeting. Names and contact information can be found in Annex 1-A.

The objectives of the gender focus group consultation were to:

- Review RCSA's strategic objectives and proposed programs;
- Ground truth gender and HIV/AIDS issues recommended by the DEVTECH team and identify other issues that should be addressed;
- Assess priority issues for Southern Africa that can be addressed by RCSA.

Introductions

Participants were asked to write their name, the organisation they work for, what they hope to bring to the process as well as what they hope to take away from the process.

Opening Remarks. Dawn Thomas, Deputy Mission Director

Ms. Thomas underlined the Mission's commitment to gender. She informed participants that gender is one of five cross-cutting issues and it is specifically mandated by Washington DC. The others are conflict, Partners and Alliances, HIV/AIDS, and corruption. All of these are to be mainstreamed. The whole of the proposed strategy needs sound analysis and many consultations. The gender mainstreaming approach is mandated for all technical areas.

Questions related to the ADS

- How do gender relations contribute to the achievement of results?
- How do results contribute to an improvement in the relative status of women?

She concluded her remarks on a note that the commitment of USAID/RCSA means that resources are being allocated so that gender and women's issues can be addressed. However, there was also need for gender experts from the SADC Region to apply their minds to ongoing processes and share best practices, as well as their expertise and experiences in gender mainstreaming.

Testing the Environment - Gender Trends in Southern Africa: What has Worked and What has not Worked

Six broad areas were introduced to stimulate the discussion regarding gender trends in Southern Africa and to have a brief review of what has worked and what has not worked as well as anticipated. These were:

- Regional and international commitments;
- Gender mainstreaming;

- Gender management systems
- Models of good practice
- Advocacy and social mobilization;
- Collaboration and networking;
- Strategic partnerships and alliances;
- Coordination and facilitation.

Participants were then given 15 minutes to share information on all six areas in groups of three. They were encouraged to consider achievements, challenges, opportunities and practical measures that could be adopted to strengthen efforts in the area of Gender and Development.

A point was made that the diverse history, including monarchies and political struggles and the type of political and other governance structures that have evolved in each of the 14 countries in the SADC Region, need to be considered as they have a direct bearing on the existing environment and the extent to which it promotes broad-based gender mainstreaming. The following table presents a summary of this categorization.

Newer Struggle	Older Struggle	One Party State => Multi-party Democracy	Older Democracies (Conservative)	Emerging from Conflict	Monarchies	Regressing – Repression
<ul style="list-style-type: none"> • Namibia • South Africa 	<ul style="list-style-type: none"> • Mozambique • Zimbabwe 	<ul style="list-style-type: none"> • Seychelles • Malawi • United Republic of Tanzania • Zambia 	<ul style="list-style-type: none"> • Botswana • Mauritius 	<ul style="list-style-type: none"> • Angola • Democratic Republic of Congo 	<ul style="list-style-type: none"> • Democratic Republic of Congo • Lesotho • Swaziland 	<ul style="list-style-type: none"> • Zimbabwe

Regional and International Commitments

Achievements:

- SADC Declaration on Gender and Development.
- African Charter on Human and People's Rights.
- Convention on the Elimination of all forms of Discrimination Against Women.
- Beijing Platform for Action.
- Commonwealth Plan of Action.
- African Union Treaty/Constitutive Act (provides an opportunity for gender mainstreaming).
- International Labour Organization Conventions.
- NEPAD (provides an opportunity for gender mainstreaming).

Gender Mainstreaming

- Achievements:

- Development of the SADC Declaration on Gender and Development which has led to the formulation of national policies in many SADC member states.
 - Development of gender sensitive legislation.
 - Establishment of Parliamentary Gender Committees.
 - Establishment of the SADC Gender Unit at the SADC Secretariat.
- Challenges:
 - There are no set regional standards in the development of national policies.
 - Lack of understanding of gender mainstreaming.
 - Limited implementation (of gender sensitive legislation).
- Challenges/Opportunities:
 - Establish or strengthen gender equality commissions or councils.
 - Efforts have mainly been directed towards women. There is a need to involve men. Therefore appropriate programs need to be developed to address men's issues within the context of gender and development.
- Opportunities:
 - Development of regional standards and consolidation of experiences, given the diverse range of materials developed by member states.
 - Capacity building for gender mainstreaming.

Advocacy and Social Mobilization

- Achievements:
 - Civil society's role in lobbying for, and involvement in the development of, as well as the publicising of the SADC Declaration on Gender and Development. Another area where civil society has made an impact is in the review of laws and advocating for gender sensitive ones.
 - Participation of key stakeholders in regional consultative meetings.
 - Involvement in non-traditional sectors such as faith based organizations.
- Challenges:
 - The restructuring of SADC structures is likely to result in the dissolution of all support structures, such as the Regional Advisory Committee for gender, given that sector-based ministerial meetings are being sun-setted.
 - How can we ensure that issues are fed into policy formulation processes and also fed back into community level interventions in a non-technical manner to facilitate support to community based organizations?
 - There has been limited involvement of the private sector.
- Challenges/Opportunities
 - There is need to identify and enrol more gender and development stakeholders.

- Efforts have mainly been directed towards women. There is a need to involve men. Therefore appropriate programs need to be developed to address men's issues within the context of gender and development.
- Opportunities:
 - Develop alternative means of ensuring sustained support to the gender agenda.
 - Increased involvement of the private sector, which is likely to lead to more funding for gender related activities.

Collaboration and Networking

- Achievements:
 - Establishment of structures to support women in Parliament and politics e.g. Parliamentary Gender Committees, regional and national caucuses for women in politics.
 - The development of the Regional Advisory Committee for the SADC Gender Program.
- Challenges:
 - Parallel programs that duplicate activities, and little effort towards coordination because of insufficient exposure to good models for and lack of information on coordination of networking activities.
 - Organizations give priority to their own programs and often do not reach out to collaborate with others.
 - SADC Secretariat undergoing restructuring and most likely to lose all committees that were advisory to ministerial meetings.
- Challenge/Opportunity:
 - Capacity building through training and the development of strategic alliances and partnerships. Increased collaboration with civil society in order to strengthen inputs into legislative and decision making processes.
- Opportunities:
 - Establish an alternative means of sustaining the momentum of the gender agenda in the SADC Region.
 - Great potential for increased success in program implementation.
 - Develop models for coordinating collaborative projects.
 - Build capacity for increased use of information technology.
 - Use regional network forums as a platform for information sharing.

Strategic Partnerships and Alliances

- Achievements: Partnerships in the area of gender and media.
- Challenge: Efforts to deliberately develop alliances and partnerships in the area of gender and development are weak, yet there is general agreement that programming in this direction is likely to yield positive returns.

- Challenge/opportunity: Who are the funding partners and what can they possibly fund?
- Opportunity: Identify areas of common interest and possible partners for joint programs.

Coordination and Facilitation

- Achievements:
 - o Establishment of the Gender Unit at the SADC Secretariat which is an example of good practice.
 - o Establishment of the Regional Women's Parliamentary Caucus.
- Challenges:
 - o Coordination should not only happen overall (at the top) such as at national level. Systematic coordination and facilitation need to happen at all levels in order to promote organized feed-in for higher levels of coordination as well as for programs at the community level.
 - o National women's machineries are challenged in various ways. These include mixed (and sometimes conflicting) roles; insufficient resources – human capital, funding and equipment; location; cross-cutting mandate and possible corresponding unclear reporting lines.
- Opportunities:
 - o Scale up coordination and facilitation and also document good examples.
 - o Develop coordination capacity - structures, mechanisms and standards at all levels.
 - o SARDC mobilizing for the participation of the SADC Region at Beijing +10.

Overview of USAID/RCSA proposed strategy. Keboitse Machangana, Program Development Specialist, Democracy and Governance.

RCSA is now preparing its six year plan for 2004-2010. Preparation began in June 2002, starting with a concept paper. A lot of analysis has been done to identify important areas for activity. However none of these areas have been developed in detail. After being presented in Washington, the plan was approved and areas of focus were decided. These areas are now accommodated in the following four program areas with strategic objectives:

- Improved Management of Selected River Basins;
- More Competitive Southern African Economy;
- Improved Electoral Competition in Southern Africa (Democracy and Governance);
- Rural Livelihoods.

As an example of how RCSA has narrowed its focus, the Democracy and Governance program decided with its available resources to focus on just the one area of “improved electoral competition.” This means not only on particular elections themselves, but strengthening the institutions, including civil society institutions and advocacy efforts, and supporting norms and standards that will make elections more fair and competitive. The strategy that is being developed should be submitted to Washington at the end of June.

Discussion of USAID/RCSA’s Strategic Plan for 2004-2010.

Four strategic objectives—Economic Competitiveness, Electoral Competitiveness, Management of River Basins, and Rural Livelihoods—were introduced. In addition, HIV/AIDS was presented as a cross-cutting theme to be discussed as part of the groups’ discussion of the four objectives. Groups were asked to:

- Identify key gender and HIV/AIDS issues;
- Suggest strategies to address them;
- Identify potential partners and what they can bring to the program.

Group I: Objective: A More Competitive Southern African Economy

Participants: Yvonne Dausab, Shireen Motara, Lisa Y. Whitley.

This project is focused around specific actions to create an environment more hospitable to trade, including the increase in tradable goods and services.

USAID/RCSA Proposed Program Elements

- Improving policies, regulations and laws that support competitiveness:
 - Developing and strengthening competition law and policy in selected countries;
 - Strengthening capacity of governments and private sector to negotiate and implement trade, commerce and investment agreements;
 - Strengthening the development of regional industry, labor, and environment standards;⁴¹
 - Assuming the implementation of macroeconomic policies that support trade worked out by the World Bank, IMF and host governments.
- Improving the number and quality of tradable goods and services:
 - Developing value-adding export relationships within the region and internationally;
 - Enhancing production and management skills.⁴¹

⁴¹ Identified by the USAID/RCSA Competitiveness team as particularly important with respect to gender issues

- Improving selected economic infrastructure to lower transaction costs, such as: road transport, telecommunication services, spot electricity, harmonizing customs documents and procedure between countries, and reducing time spent in border crossings for freight. Suggested activities:
 - Improving access to finance for export activities;⁴¹
 - Increasing competition in telecommunications;
 - Developing a spot market for electricity;
 - Improving transport service infrastructure to facilitate trade.

DevTech Suggestions

- Increase regional capacity to undertake gender sensitive and HIV/AIDS responsive trade policy formulation; for example, scrutinize trade policy using the tools of gender budgeting.
- Improve women's control of factor endowments, such as strengthening women's land holding rights, access to finance, etc.
- Recognize that women's time constraints limit opportunities and try to offset.
- Remove inequalities under the law for women and people living with HIV/AIDS with respect to property rights, right to contract, inheritance laws, and credit policies.
- Include women and men in learning trade negotiation skills.
- Involve women in formal mechanisms for decisions about trade policy.
- Improve women's and men's access to market information by using or providing information channels most likely to reach different audiences.
- Identify constraints to women's ability to take up market opportunities, such as time spent in care responsibilities, and consider ways to mitigate the time involved.
- Address women's issues in establishing internationally accepted regional industry, labor and environment standards.
- Promote the establishment of women's business networking organizations for lobbying, exchange of information, and enhancing access to financial services.
- Regional group to develop indicators for gender concerns in trade agreements.
- [HIV/AIDS : transactional sex, impact of HIV/AIDS on ability to participate in trade]

Gender Focus Group Recommendations

- Increase women's participation in trade decision-making structures.★★★⁴²
- Provide women access to and training in ICTs.★★
- Capacity building for women on business skills and trade opportunities.★
- Encourage women to join existing business associations and women's industry associations.
- Targeted funding to increase the competitiveness of women's businesses.
- 'Engendering' NEPAD, AGOA, WTO participation.
- Identify and link up with existing structures, organizations, associations, and institutions, not only women's organizations.
- Do "research" (rapid appraisal) on finding the best ways to reach women.

⁴² Top three priorities (★★★,★★,★) given by gender focus groups.

- Identify needs and build capacity of existing women's/industry's structures.
- Engage with decision-makers to create and encourage a trade environment conducive to women's participation.

Potential Partners

- South African Women's Budget Project
- Tanzanian Gender Networking Program
- SADC Gender Unit
- Government Departments
- Women's Investment and Business Groups
- NGOs in all SADC countries related to trade and income generation
- Women's Budget Initiative
- Women's Development Bank (SA)
- UN agencies, particularly UNIFEM
- SADC – TIFI Directorate
- SADC Directorate responsible for trade
- Women in Business group connected with SADC

Group II: Objective: Improve Electoral Competition In Southern Africa

Participants: Rumbidzai Kandawakvika-Nhundu, Bookie Kethusegile-Juru, Colleen Lowe-Morna, and Latanya Mapp.

Proposed Program Elements

- Increasing accountability and transparency of electoral competition processes in the region:**
 - Improving access by partners to resources and information that address electoral competition processes in the region.
 - Increasing oversight of electoral competition processes by regional NGO coalitions.
- Improving electoral processes through compliance with regional norms and standards:
 - Increasing participation of women and disadvantaged groups in key political competition practices.
 - Increasing capacity to mitigate conflict and human rights abuses.
 - Improving consensus on regional election norms and standards.

DevTech Suggestions

- With reference to SADC Declaration on Gender and Development, work to increase the percentage of women in elected office in each country to a minimum of 30%;
- Promote involvement of women's NGOs and politicians in fighting corruption;
- Encourage women's NGOs to take the lead role in oversight of electoral competition processes;

- Support mitigation efforts on Violence Against Women (VAW) as a key human rights abuse, such as promoting passage of VAW laws in countries now considering them (Botswana, Namibia, Zambia);
- Promote increased involvement by women's NGOs and politicians in efforts to mitigate and resolved conflict;
- Election commissions should work directly with groups representing women and HIV/AIDS in order to identify issues and encourage direct representation by People Living with HIV/AIDS (PLWHA) and those affected by the epidemic.

Gender Focus Group Discussion Points

- Women are underrepresented and the system is not accountable, e.g.:
 - Accountable electoral systems for women;
 - Political party constitutions;
 - Nomination processes;
 - Legal framework;
 - Quotas for women's participation;
 - Intra-party democracy and inclusion;
 - Absence of financial resources and campaign financing.
- Enabling environment for women's electoral participation includes:
 - Media reporting;
 - Socio-cultural norms;
 - Inherent capacity and capacity building in skills and resources.
- Women as candidates and voters are victims of political violence.

What Can RCSA Do Or Require Of Its Partners?

- Election commissions to consider mainstreaming gender ✓✓✓
- 'Engender' Parliaments ✓✓
- Advocacy and Media Training to promote 30% women target. ✓
- Adoption of Regional (SADC) Election standards at the national level
- Capacity building of women in decision making
- Political party strengthening, mainstreaming gender
- Research on the impact of increasing the numbers of women in office
- Networking
- Mainstream gender into human rights monitoring of elections
- Election gender audits
- Increase livelihoods of HIV/AIDS infected and affected for greater political participation.

Potential Partners

- WiLDAF
- Women & Law in Southern Africa Research
- SARDC (Southern Africa Research and Documentation Centre)
- SADC Gender Unit

- SAHRIT (Human Rights Trust of Southern Africa)
- SADC Council for NGOs
- SADC Parliamentary Forum
- Gender Links
- MISA (Media Institute of Southern Africa)
- EISA
- AFRONET
- SAHRINGON
- Southern African Electoral Commission Association
- Tanzania Gender Networking Program

Group III: Objective: Rural Livelihoods

Participants: Yumiko Ikuta, Jennifer Mufune, and Honorine Muyoyeta

Proposed Program Elements

- Increase regional access to food staples:
 - Support the adoption of policies that facilitate regional trade in food staples and inputs;
 - Establish regional agricultural commodity exchanges.
- Increase trade of selected high value agricultural and animal products (Note: This program is ‘shared’ with the competitiveness Objective):
 - Strengthen entrepreneurial capacity;
 - Facilitate product compliance with market standards;
 - Implement regional livestock strategy.
- Disseminate best practices models for rural economic infrastructure:
 - Implement effective practices for rural road financing and management;
 - Increase access of ICT applications for rural enterprises,

DevTech Suggestions

- Include the analysis of access to inputs by women as well as men in policy analysis in order to facilitate input supply, taking into account the impact of HIV/AIDS as well;
- In considering input supply, pay particular attention to labor saving equipment and/or provision of energy to relieve labor and time burdens in the rural sector for women and those living with HIV/AIDS;
- Strengthen entrepreneurial capacity of women and men and PLWHA;
- Prepare market studies of women’s crops and products as well as men’s;
- Provide technical production training to women and men and schedule such trainings at times and in places convenient to women and those living with HIV/AIDS;
- Consider how local agro-processing can be scaled up to the level of a tradable good;

- Improve women's and men's access to information on markets and on new technologies for food production and processing by using and/or providing information channels most likely to reach different audiences;
- Improve access to market information through appropriate channels;
- Encourage the development of women's agricultural trade associations.

What Can RCSA Do Or Require Of Its Partners?

- Use media to education on preservation of foods, how to use fertilizers, etc.;★★★
- Identify products that provide opportunities for women;★★
- Support the re-establishment of market centers for agriculture (such as Namboard in Zambia) to provide inputs to the rural communities information, like an exposition;★
- Media programs like "rural development for women;"
- Explore how to improve access to information to rural communities and prepare specific information programs;
- Translate market studies, e.g. make them user/gender/women friendly;
- Increase information sharing amongst communities in a region;
- Input supplies for work should be female-focused—feeder road programs;
- Labor saving technologies, i.e. donkeys.

Potential Partners

- African Women Leaders for Agriculture and the Environment (AWLAE)
- Donors working in rural development (Oxfam, Dutch)
- Rural Development Programme (radio) targeting women in rural area
- SADC Business Forum (include agricultural associations)
- Tanzania re agriculture best practice
- Government Ministries (agriculture, media and information)
- Association of Women in Agriculture (Zambia), for examples of best practice
- SARDC, documenting practices
- MISA, documenting practices
- FAO
- Churches

Group IV: Objective: River Basin Management

Participants: Keiboitse Machangana, Valencia Mogegeh, Morse Nanchengwa, and Batshani Tjiyapo

Proposed Program Elements

- Strengthening institutional capacity;
- Improving community management of community resources;
- Providing water resource management services to country programs.

DevTech Suggestions

- Conduct early PRA with GA and HIV/AIDS – baseline;

- Support community based enterprises for both women and men taking into account the impact of HIV/AIDS;
- Technical gender training for representatives of all CBO's and NGO's with periodic follow up;
- Require all reports from/about communities to disaggregate data by sex and age.

Gender Focus Group Priority Issues

- Access to clean water, determine ground water pollution impact on households;
- Women's participation in management structures;
- Women's participation in decision-making;
- HIV/AIDS impact on women's participation;
- Preference to communities when allocating River Basin land;
- Addressing user rights from a gender perspective.

What Can RCSA Do or Require Of Its Partners?

- Ensure a minimum of 30% of women representation in all fora that make decisions relating to water resource management;★★★
- Ensure that all legislation, policies and programs relating to water resources management are gender sensitive and responsive;★★
- RCSA to establish gender management systems within the mission;★⁴³
- Put in place a gender specialist who would play an oversight role in terms of gender mainstreaming in all the mission's work;
- All research/analyses done under the program should take both gender and HIV/AIDS into account.

Potential Partners

- IUCN
- Namibia's Nature Foundation
- Kalahari Conservation Society
- Every River Has its People
- Makerere University
- WILSA
- WILDAF
- Gender Links
- Gender consultants from the region
- UNIFEM - SARO
- Zimbabwe Women's Resource Centre
- SADC Parliamentary Forum
- SADC Gender Unit
- SADC Water Sector
- SARDC
- Government Gender Machineries

⁴³ This applies to the Mission structure and practice, but was considered one of the three most important recommendations by this group.

- UNDP Regional office and other agencies
- WHO
- FAO

TASK ORDER 2.3

USAID-RCSA FOCUS GROUPS 2003

**GENDER AND DEVELOPMENT
IN SOUTHERN AFRICA**

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Southern Africa Global Competitiveness Hub

Gaborone Botswana

27 May 2003

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WOMEN AND LAND QUESTION

Secure access to land and natural resources is a critical component for taking up the opportunities opening with a more externally focused competitive environment. In addition to the availability of land (and the kind of land) itself, land serves as collateral for loans, including inputs and improved farming equipment and postharvest processing equipment. In rural areas, developing economically successful (and environmentally safe) enterprises will depend on secure access to land. This is true for the three economic Strategic Objectives—Competitiveness, Integrated River Basins, and Rural Livelihoods.

Evidence from a few studies such as those shown in Box 5-1 (p. 61) provides examples of women's productivity. Box 5-2 (p. 63) provides two examples of the effect of tenure on productivity; i.e., it has shown that the investment of women with secure title to land increases its productivity. Evidence from the democracy and governance specialist suggests that land rights are a difficult issue for advocacy and very resistant to change. This is borne out in two interesting studies done in Southern Africa. In both cases,⁴⁴ land tenure and access are effectively governed by traditional rules and continuing male domination of land decisions even where statutory law exists. In most cases, women have certain rights over land for growing food for the household but little access to land for cash-oriented production. Together they provide a useful framework for the study of women's access to and strategies for securing land for their own account production. Both consider the legal reform efforts and statutory laws of national governments, the nature of traditional rules, the ways in which these have or have not contributed to improving women's land rights, as well as the role of negotiation and other approaches whereby women have sometimes acquired some kind of secure access to land.

A separate set of studies of women commercial farmers⁴⁵ includes sixteen case studies from developing countries, of which seven are from Africa but none from Southern Africa. Spring elicits from the cases the variety of ways women gain secure access to land: (i) purchasing individually or in groups, (ii) using usufruct from husbands (maintained in less than satisfactory marriages and sometimes where a woman does not reside with her husband), (iii) fathers giving land to daughters, (iv) borrowing or renting land, and (v) contracting land from companies.⁴⁶

The RCSA focus on improving commercial economic opportunities provides a possibility of looking specifically at the women and land question in the context of RCSA and its partners' efforts. Taking a sample of sites related to the three economic strategic objectives (presumably some sites overlap), the study could examine:

- Actual land access arrangements—statutory, traditional and informal—specifically looking at the land women are able to secure and the impediments to such acquisition;
- The condition and expected productivity of the land;
- The ownership and access rights to other natural resources: water, trees, etc.;

⁴⁴ Liazzant 1999, WLSA 2000. See annotated bibliographic notes.

⁴⁵ Spring 2001.

⁴⁶ Ibid, pp. 11-12.

- Specific ways in which the projects have tried to improve women's access. For instance, the Competitiveness SO is looking at regulatory and legal reform; Integrated River Basin Management (crossing three countries) and Rural Livelihoods will have a more community development approach;
- The way that such land is used by women and men for commercial purposes related to rural enterprises and its productivity;
- The benefits of such production and to whom the proceeds accrue;
- The contribution women's varied access to land affects overall productivity and accrued benefits, i.e. the improved livelihood goals;
- The contribution to women's empowerment through improved access to land.

POSSIBLE STUDIES OR SPECIAL PROJECTS

HIV/AIDS

- Documentation of good practice in integrating gender sensitive HIV/AIDS/impact mitigation in policies and programs.
- Generation and packaging of gender sensitive HIV/AIDS information for diverse target groups.

A More Competitive Southern African Economy

- Rapid appraisal of impact of services on women and men of free trade and increased competition in service provisioning.
- Gender-sensitive budget research on trade policy and development of a check list through partnerships with NGOs, private sector actors, and research groups.
- Generate a user-friendly manual on gender and trade issues along the lines of the South African Women's Budget Initiative manual, Money Matters.
- A study of women's access of women to financial services, Business Incubator Centers, skills training, market information. (e.g. Jordan study) or rapid appraisal of selected number of countries in the region to identify common best practices for removing legal and policy constraints against women's participation in business.
- A regional workshop of Ministries of Finance and Planning, statistical and technical experts, including experts in Gender Budget Initiatives could be convened at the outset of the Strategic Plan implementation period to assess the data availability and gaps in terms of the above checklist. In other words, what needs to be done to answer the questions above? What data exists? What is a priority and what will take more time in terms of establishing benchmarks? This would also substantively contribute to the capacity building of Southern African research institutions.
- Rapid appraisal study of a selected number of countries in the region to identify common best practices for removing legal and policy constraints against women's participation in business.

Improved Electoral Competition in Southern Africa

- Rapid appraisal study of the top five countries for women's representation at or near 30% (South Africa, the Seychelles, Mozambique, Tanzania, Botswana) to identify common best practices for reaching this level of representation.
- Bring the Tanzania Gender Network Program and the Tanzania Association of NGOs together with similar civil society organizations in selected other countries to work with leaders on means of reducing corruption.
- Support research on numbers of economically empowered women becoming candidates versus numbers of women not empowered.
- Commission analysis of previous Afrobarometer surveys to disaggregate by data by sex.
- Study whether enhanced women's rights and Violence Against Women protection are linked to less corruption.

Integrated River Basin Management

- Men's and women's traditional knowledge of water and NRM and current uses should be recorded and studied with regard to the value of historic or current practices for satisfying community needs while preserving natural resources.

Rural Livelihoods

- In order to identify realistic possibilities for agricultural and livestock improvements as market opportunities, a gender-sensitive rapid appraisal of a community's actual resources, current production, and needs for assistance should be conducted to provide guidance on opportunities and on what specific 'starter supports' will be needed to get things moving.
- Conduct studies to see how agroprocessing can be scaled up to the level of a tradable good.
- Identify product opportunities for women.

Maximized Value of RCSA Services and Programs to Improve the Lives of Southern Africans

- Gender experts on organizational development could be of assistance to RCSA and its partners to help understand and work with the institutional dynamics affected by an emphasis on gender-based programming.

Studies Across SOs

- A regional study of the pattern of women's landholding and access to land and its effect on women's opportunities and overall on readiness for a more competitive economy. This could be done across this SO and the SOs for River Basin Management and Rural Livelihoods. See the Services section.

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HILARY SIMS FELDSTEIN AND VALENCIA MOGEGEH**

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Participants of the Gender Focus Group Meeting are listed in Annex I-A.